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ABSTRACT

This report describes dislocated worker programs operating in the 50 states and the District of Columbia. The findings presented are based on the following sources: two National Alliance of Business (NAB) surveys of state administrators of federally funded Job Training Partnership Act (JTPA) programs (conducted in 1987 and 1988), data on JTPA Title III programs published by the U.S. Department of Labor, and material from studies conducted by organizations other than the NAB. Chapter 1 provides background information about the Title III program, eligibility requirements, federal allocation procedures, performance standards, oversight responsibilities, and available services. The second chapter covers JTPA Title III program participant characteristics and the various services provided to them. State dislocated worker programs are covered in Chapter 3, and state plant closing legislation and state-funded training for dislocated workers are examined in Chapter 4. Chapter 5 includes profiles of each state's Title III program. Each profile includes the name and address of a contact person; 1986 performance indicators; and information on program organizational arrangements, oversight responsibilities, distribution of funds and procedures for rapid response to plant closings, and related state legislation. An 11-item bibliography is included. (MN)

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Back To Work

The States & Dislocated Workers

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BACK TO WORK:

THE STATES AND DISLOCATED WORKERS

Prepared by
National Alliance of Business
September 1988

The National Alliance of Business (NAB) is an independent, business-led, non-profit corporation whose mission is to increase private sector training and job opportunities for the economically disadvantaged and long term unemployed by building and strengthening public/private partnerships of business, government, labor, education and community based groups.

Acknowledgments --Many individuals contributed to this report. Alex Robinson conducted most of the survey interviews and performed computer analysis of JTPA program data. Caricia Fisher analyzed the survey results and wrote the report.

The time spent by state JTPA Title III program administrators in discussing their programs with us is most gratefully acknowledged. Acknowledgments are also due to the following NAB staff for their insightful comments and support in the preparation of this report: Ted Buck, Fred Frederick, Tom Lindsley, and, in particular, Gary Moore. Kevin Balfe, an independent specialist on dislocated worker issues, also provided helpful comments.

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Copies of this publication have been distributed without charge to state and local JTPA administrative entities and private industry councils. Additional copies may be obtained for $5.00 by writing or calling the NAB Clearinghouse, 1015 15th Street, NW, Washington, DC 20005, (202) 289-2910. Please order publication number R003385.

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Preface

One of the side effects of a dynamic economy -- with its changing consumer preferences, advancing technology, shifting international trade patterns, and cycles of growth and contraction -- is the permanent elimination of long held jobs and the disruption of the personal lives of thousands of workers each year. Ongoing concern about the effects of the trade deficit led Congress to enact comprehensive trade legislation in August 1988. This legislation included a new worker readjustment program to assist workers displaced from their jobs.

The American people have long supported federal and state programs to assist dislocated workers in obtaining retraining, finding new employment, and in minimizing the economic impact of unemployment on their lives. Since 1982 the states have had the primary role in administering programs to assist dislocated workers; this role continues under the new legislation, but with increased local level planning and operation. The new legislation also reinforces the importance of labor-management cooperation and rapid response to displacement.

This report reviews the status of state dislocated worker programs, as states prepare to implement the changes to reflect the new legislation. It examines the record of the states in administering federal dislocated worker programs and initiating their own responses to worker dislocation.

The report describes dislocated worker programs operating in the 50 states and the District of Columbia. It covers programs authorized by Title III of the Job Training Partnership Act (JTPA) and state legislation related to plant closings or providing funds for training activities for dislocated workers.

The findings of the report are based on information from a number of sources. These include two separate National Alliance of Business (NAB) surveys, data on Title III programs published by the U.S. Department of Labor, and material obtained from various studies conducted by other organizations. The NAB surveys of state Title III program administrators were conducted during December 1987-January 1988 and during March-April 1988.

The first chapter of this report provides background information about the Title III program, and covers eligibility, Federal allocation procedures, performance standards, oversight responsibilities, and services available to Title III participants.

The second chapter discusses JTPA Title III program participant characteristics and the various services provided to participants. This section also presents an analysis of such performance outcomes as entered employment rates, wages, and program costs.

The third chapter covers state dislocated worker program organizational arrangements, oversight, expenditures, methods of distributing funds and rapid response capabilities. Further details are provided in profiles of individual states in the fifth chapter.

The fourth chapter presents information about state plant closing legislation and state-funded training for dislocated workers. To facilitate comparisons, the material has been organized both by type of legislation and by state.

The fifth chapter provides profiles of each state program and addresses and telephone numbers of Title III program administrators.

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Executive Summary

In the spring of 1988, the National Alliance of Business conducted a review of state readjustment activities for workers who have been permanently displaced from long held jobs -- training, retraining, maintenance of health insurance for laid off workers, and plant closing notification requirements. The purpose of the review was to determine the status of state activities in light of proposed worker adjustment provisions of federal trade legislation (enacted in August 1988), and to enhance the Alliance's ability to provide technical assistance to employment and training professionals.

Alliance staff gathered information directly from state administrators of federally funded Job Training Partnership Act (JTPA) dislocated worker programs, from other studies, and from analysis of the most recent program performance data available from the U.S. Department of Labor. Significant findings are highlighted here.

General Findings

- **Despite sustained economic recovery, worker dislocation continues to be a significant cause of unemployment in the United States. Over five million American men and women have been displaced from long held jobs since the beginning of this decade.** While many of these workers later found new jobs, it is estimated that nearly a million were still unemployed in early 1986 when the U.S. Bureau of Labor Statistics last measured the extent of dislocation. Tens of thousands of workers have been permanently laid off from their jobs since then. The state governments are the primary administrators of programs designed to provide employment and training services to these workers.

- **All states operate dislocated worker programs under the federal Job Training Partnership Act. Overall, JTPA dislocated worker job training programs placed a substantial majority of participants in relatively well-paying jobs.** Some 211,000 participants were served in 1986-1987. Nationally, 69 percent of those leaving the program entered employment, substantially exceeding the national performance goal established by the U.S. Department of Labor. Wages at placement averaged $6.36 an hour.

- **By early 1988, some 20 states had passed legislation of their own, in one form or another, intended to assist dislocated workers.** Five states had legislation calling for employers to provide advance notification of plant closings, but in only two cases -- Wisconsin and Maine -- were these provisions mandatory for most plant closings or mass layoffs. An additional 14 states have considered advance notification legislation.

- **Neither the placement rate nor the average wage of those finding jobs under JTPA dislocated worker programs is affected by the amount the states spend per participant,** National Alliance of Business analysis of state JTPA dislocated worker program performance data revealed. Average state expenditures per participant ranged from a low of $297 to a high of $2,266.

- **There proved to be no relationship between a state's unemployment rate and the success of JTPA dislocated worker program** participants in finding jobs, or on the average wages of these jobs, Alliance analysis revealed.

Specific JTPA Findings

This section summarizes key findings related to the performance of JTPA dislocated worker programs during the 1986-1987 program year, demographic characteristics of participants, and program organization.

Performance Outcomes

NAB researchers analyzed performance outcome data for 1986-1987 JTPA dislocated worker programs that were submitted by the states to the U.S. Department of Labor. Selected findings on entered employment rates, average hourly wages of participants entering employment, and expenditure rates are presented here.

- **Nationally, the placement rate exceeded the Secretary of Labor's goal of 60 percent by nine percentage points.** This was, however, somewhat below the national placement rate -- 73 percent -- for adults enrolled in JTPA programs for the economically disadvantaged.

- **Forty-three states achieved entered employment rates above the national goal of 60 percent.** Overall, placement rates among the state JTPA dislocated worker programs ranged from a low of 22 percent to a high of 86 percent. Eleven states had entered employment rates over 80 percent. Connecticut had the most successful program based on this measure, with 86 percent of terminees entering jobs at termination.

- **Average hourly wages of participants entering employment ranged from a low of $4.21 to a high of $10.26.** In a substantial majority (38) of states, the average hourly wage ranged from $6.00 - $8.99. Terminees from Alaska, Connecticut and Wyoming fared best on this measure.

- **Eight states reported an average wage for terminees entering employment that was at least 84 percent of the state's average wage for non-supervisory manufacturing jobs.** For another 10 states, this ratio ranged from 75 - 79 percent. However, in only one state, Rhode Island, did the average wage for JTPA dislocated workers exceed the state average for manufacturing jobs.

- **The national average wage of $6.36 for dislocated worker terminees was considerably higher than the national average wage of $4.72 for JTPA terminees from programs for the economically disadvantaged.** This probably reflects higher skills, longer work histories, and higher previous wages among dislocated workers compared to economically disadvantaged adults.

Expenditures

During the early years under the JTPA, policy makers expressed much concern about the low expenditure rates of state dislocated worker programs. One reason for the low expenditure rate is the fact that dislocated worker programs were not part of the previous employment and training system (the Comprehensive Employment and Training Act [CETA]), and had to be set up with little previous experience. Another reason is that the 1982 JTPA legislation permits funds authorized for one program year to be spent over a three year period.

Largely as a result of the low expenditure rates, Congress reduced the national allocation for the 1986-1987 program year by more than 50 percent compared to the previous year. The following data are illustrative.

- National expenditures during the nine month transition period (October 1983 - June 1984) were about $78 million. Expenditures increased the following program year to almost $161 million, and again the next year to about $190 million. **However, expenditures increased only slightly during the 1986-1987 program year -- to a little over $192 million.**

- The national expenditure *rate* (expressed as annual expenditures per available dollars) increased from 39 percent during the transition period to 47 percent for each of the following two program years. **Due primarily to the smaller allocation, the national expenditure rate for the 1986-1987 program year increased to 63 percent.**

- **Ten states succeeded in increasing their expenditure rates to over 80 percent for the 1986-1987 program year.** Nebraska, Utah, Nevada and Massachusetts achieved the highest expenditure rates, all four of which were at least 94 percent. Nevertheless, nineteen states still had expenditure rates below 60 percent.

Participant Characteristics

Approximately 211,000 individuals participated in JTPA dislocated worker programs nationwide during the 1986-1987 program year. As indicated below, there were some similarities and some differences between the JTPA program participants and the eligible population of dislocated workers.

- **The proportions of males and females in JTPA dislocated worker training reflects their proportions in the eligible population of displaced workers.** Sixty-five percent of the enrollees were male, and 35 percent were female.

- **The proportion of blacks served is somewhat higher, and that of whites is slightly lower than their respective representation in the eligible population.** Seventy-seven percent of enrollees were white, and 16 percent were black, compared to 81 percent white and 11 percent black among the eligible population.

- **Older dislocated workers were substantially under represented in JTPA dislocated worker programs** compared to their representation among potential participants. Only 27 percent of program enrollees were aged 45 or older, whereas 38 percent of eligible workers were in this age group.

- JTPA programs included a **slightly higher proportion of high school graduates** compared to the overall eligible group of workers (82% versus 78%).

Rapid Response to Plant Closings

States have developed various mechanisms to provide timely services to workers dislocated by plant closings. As JTPA programs for dislocated workers have evolved, the importance of providing services rapidly to workers who have been or are about to be displaced because of a plant closing or mass layoff has become paramount.

The exact number of states providing rapid response is somewhat difficult to quantify because many states do not have a formal approach. These states typically have one or more individuals (frequently within the Employment Service) responsible for coordinating services, provide services through ongoing projects, or organize rapid response at the local level. However, the NAB review found:

- **At least 19 states have a formal rapid response capability at the state level,** generally consisting of a team with representatives from various state agencies such as the Employment Service, Economic Development, and Unemployment Insurance.

- Regardless of what other methods are used for distributing funds, **30 states retain a portion of funds at the state level, partly so as to facilitate the provision of rapid response services.**

- **Ten states do not provide rapid response services at the state or local level.** Some of these are largely rural states such as Alaska and Montana and do not experience large plant closings; others such as Minnesota and Florida have provided for the emergency release of funds which may be requested when there is a plant closing.

Funds Distribution

The 1982 JTPA legislation did not require states to allocate dislocated worker funds to sub-state areas. Consequently, the states developed a variety of methods for distributing funds. However, the legislation enacted by Congress in August 1988 requires that states allocate 60 percent of their funds to sub-state areas. The following findings indicate that in order to implement this legislation, a substantial majority of states will have to change their current practices.

- **Only sixteen states distribute *any* of their JTPA dislocated worker funds by formula to local JTPA service delivery areas.** Of these, six states distributed *all* of their funds by formula.

- **The remaining 34 states and the District of Columbia used a variety of other methods of funding programs (annual requests for proposals, individual project funding, use of state staff to provide services).** Half of all states use a single method for distributing funds, while half use two or more methods. This substantial variation among states in the ways in which funds are distributed reflects the considerable latitude in setting up programs for dislocated workers under the Job Training Partnership Act.

Oversight

The 1982 JTPA does not specify oversight requirements for dislocated worker programs other than giving general responsibility to the Governor, and to the State Job Training Coordinating Council that he/she appoints.

- **The majority of states (29) have not gone beyond the general requirements of the Act and report that the full Council oversees the dislocated worker program.**

- **Nineteen states have designated one or more subcommittees of the Council to oversee the program,** and in three states a special task force or team is responsible for oversight.

State Legislative Initiatives

NAB surveyed states that had been reported by the Bureau of Labor Statistics to have legislation related to plant closings. Information was obtained on advance notification requirements, severance pay, maintenance of health insurance benefits, plans to assist employees in buying out their companies, and state funded training programs for dislocated workers.

- **Five states have statewide requirements that provide for advance notification of plant closings or mass layoffs by employers.** However, only Maine and Wisconsin require advance notification of plant closings or mass layoffs by all companies above a specified size. Three others (Hawaii, Massachusetts and Maryland) either require advance notification in certain situations (e.g., if a company has received state funds) or have voluntary guidelines.

- **Advance notification legislation has been considered in at least fourteen other states.** However, in Illinois, Indiana, Iowa, New York, Texas and Vermont, the bills were either voted down or failed to progress through the legislature. States with advance notification legislation pending during early 1988 include Arkansas, Connecticut, Kansas, Michigan, Minnesota, Pennsylvania, Rhode Island and Tennessee.

- **Only three states have requirements relating to severance pay.** Hawaii provides for an allowance to be paid for four weeks that is equal to the difference between an employee's usual salary and their Unemployment Insurance benefits. Maine requires severance pay equal to one week's wages for every year of service for all workers with at least three years' seniority. Maryland has voluntary guidelines recommending that severance pay be tied to employees' wages and/or seniority.

- Connecticut and Massachusetts provide for either **employer or state paid health insurance coverage for workers displaced by plant closings.** A few other states, including New Jersey and Rhode Island, were considering proposals for such coverage in 1988. The 1985 Federal Consolidated Omnibus Budget Reconciliation Act (COBRA) requires employers to allow all departing workers (other than those fired for gross misconduct) to maintain their group health insurance at their own expense for up to eighteen months -- a number of states had enacted such provisions themselves.

- States which provide **technical assistance to employees wishing to buy out their failing companies** include California, Illinois, Michigan, New York, and Pennsylvania.

- A few states, including California and Michigan, have used **state funds to establish training programs that are separate from their JTPA dislocated worker programs.** Several other states, including Indiana, New Jersey, Pennsylvania and Wyoming, supplement their JTPA programs with state funds. In some cases economically disadvantaged individuals as well as dislocated workers are eligible to participate in the training activities supported by these funds.

Chapter One
Worker Dislocation: An American Response

Background

For the past forty years, the United States has been grappling with a special employment problem: How to train and re-employ men and women who have been displaced from long-held jobs by changes in technology, shifting international trade patterns, and ever changing consumer preferences. This dislocation, and the attention paid to it, rises and falls with cycles in the economy and international trade.

Continued concern over the effects of the trade deficit and foreign competition in 1987 and 1988 led to new proposals for worker readjustment legislation. In August 1988, as this report went to press, Congress enacted trade reform legislation which includes new worker readjustment provisions. This legislation amends and will replace (effective July 1989) Title III of the Job Training Partnership Act (JTPA) which established a dislocated worker program. Congress also enacted a law requiring employers to give employees 60 days advance notice of plant closings and mass layoffs. (See box on next page.)

The JTPA dislocated worker program represents the second major federally funded effort to assist workers displaced from their jobs because of technological change, or changes in the competitiveness of American products in world markets, or because they are working in declining industries.

The first effort was the Manpower Development and Training Act (MDTA), passed by Congress in 1962, spurred by a recent recession and the specter that computers and new manufacturing technology would wipe out hundreds of thousands of jobs. Although MDTA programs were initially aimed at dislocated workers, as the economy improved during the mid 1960's and it became apparent that dislocations would not be as severe as anticipated, the emphasis of MDTA programs was shifted to serving the needs of the hardcore unemployed. In the early 1970's, MDTA programs were incorporated into programs authorized by the Comprehensive Employment and Training Act (CETA) which had no specific provisions for dislocated workers. Meanwhile, the Trade Act of 1974 was passed by Congress and provided weekly unemployment payments, known as Trade Adjustment Assistance, and training assistance to workers dislocated as a result of foreign competition. However, relatively little retraining has been provided under this Act.

The back-to-back recessions of 1980 and 1982, combined with a flood of foreign imports and the rapid adoption of new, less labor-intensive manufacturing technology -- symbolized by the growing use of robotics -- provided the impetus for new legislation to assist dislocated workers. In response, in October 1982, Congress enacted the Job Training Partnership Act which established programs for both dislocated workers and the economically disadvantaged.

Since the beginning of this decade, well over five million workers who had worked for the same employer for at least three years lost their jobs due to plant closings or permanent mass layoffs. Between January 1981 and January 1986 alone, the number was around 5.1 million according to the latest available information from the Bureau of Labor Statistics.

Of these displaced workers, just over 913,000 remained unemployed in January 1986. Many of these workers were eligible to participate in programs for dislocated workers authorized by JTPA. These employment and training programs

1988 Federal Dislocated Worker Legislation

In the Summer of 1988 Congress enacted two new pieces of dislocated worker legislation. These are:

Worker Adjustment Assistance. *New worker readjustment legislation was passed as part of a comprehensive trade reform law and amended Title III of the Job Training Partnership Act. Full implementation of the program is expected by July 1, 1989.*

- Governors are required to establish a sub-state service delivery system. Automatic designation status has been given to areas with a population of 200,000 or more, the same as under the rest of JTPA.
- Sub-state grantees within these areas will be determined jointly every two years through negotiation among the Governor, local elected officials, and the private industry council.
- Sub-state grantees must submit a plan for the local program to the Governor for approval. The plans must first be reviewed by local elected officials and the private industry council. The plans will also be reviewed by the State Job Training Coordinating Council prior to approval by the Governor.
- Funds will be distributed to states based on the current Title III formula, until data on dislocated workers is good enough to be incorporated in the formula.
- Of the total funds appropriated for the program, 20 percent remain with the Secretary of Labor for special grants and emergency situations. Of the remaining 80 percent, 50 percent are distributed by the Governor to sub-state areas by formula, with an additional 10 percent that must be distributed locally but may be targeted to areas of need without a formula, and 40 percent are retained by the state for statewide and discretionary use.
- The states will be allowed to carry over no more than 30 percent of their allotted funds in the first year and 20 percent thereafter. Currently, there is no limit on the amount of funds that may be carried over from one year to the next.
- Governors have discretion to devise the formula for sub-state distribution of funds using six factors: insured unemployment data; unemployment concentrations; plant closings/mass layoff data; declining industries data; farmer-rancher economic hardship data; and long-term unemployment data.
- States will be required to have a rapid response capability, and must designate a visible dislocated agency responsible for the program at the state level. States are urged to incorporate labor-management committees into their rapid response services.
- Displaced homemakers will be eligible for services if the state so specifies in the state plan, and if they would not substantially redirect services away from other eligible dislocated workers.
- The membership of the current State Job Training Coordinating Council will be changed to one that is: 30 percent business; 30 percent organized labor and community based organizations; 30 percent state and local government and public agency representatives; and 10 percent at the Governor's discretion among any categories.

Plant Closing Legislation. Enacted separately, a plant closing law requires businesses with 100 or more employees to give workers 60 days' written notice of plant closings and of layoffs of 50 or more people lasting at least six months. Companies actively seeking capital or new business to help avoid plant closings or layoffs are exempted from the advance notice requirement. Companies affected by "acts of God" or financial disasters that could not have been "reasonably" foreseen are also exempt.

A summary of the new worker readjustment legislation with a copy of the law is available from the National Alliance of Business as Technical Report #12 (1988). Related NAB publications titled "Workforce Reductions: A Responsible Approach" and "Workforce Reduction Committees: A Labor-Management Approach" are also available.

and state legislation designed to assist dislocated workers are the subject of this report.

From the time that JTPA was enacted in October 1982 through June 1987, Congress has allocated almost $750 million to the states, territories, and the District of Columbia for dislocated worker programs. To complement JTPA, some states have provided additional training assistance for dislocated workers, funded with state monies. States have also passed various legislation relating to plant closings, which serves to assist dislocated workers.

In addition, new mechanisms to respond to plant closings have evolved in a number of states. These include rapid response teams and labor-management committees. Rapid response teams include representatives from several state and local agencies and are designed to coordinate the provision of a range of services to dislocated workers before or soon after they are laid off. About a dozen states actively promote labor-management committees, and several have formal state structures and representatives whose primary function is to support this approach. A number of national unions encourage labor-management committees both to increase productivity and to mitigate the impact of plant closings.

This report examines both federally funded Title III programs and state initiatives to assist dislocated workers. The remainder of this chapter describes the federal legislation. The next two chapters describe the JTPA dislocated worker programs in some detail. The fourth chapter reviews state dislocated worker initiatives, and the final chapter provides individual state profiles.

The Federal Job Training Partnership Act

The Job Training Partnership Act represents a major departure from previous federal employment and training programs in several respects.

First, JTPA provides for the distribution of funds to the states for training programs serving the economically disadvantaged (Title IIA), summer youth programs (Title IIB), as well as dislocated worker programs (Title III). By comparison, under earlier programs, funds were allocated directly from the federal government to local agencies.

Second, an integral part of JTPA is the partnership between the private sector and local governments that is embodied in the private industry councils (PICs) and local service delivery areas (SDAs). These entities control most of the funds for the economically disadvantaged (Title IIA) and summer youth programs (Title IIB), and often organize the local delivery of dislocated worker services (Title III). However, for dislocated worker programs the state may choose to use other organizations to deliver services at the local level.

Third, the emphasis in JTPA is on training and placement in the private sector rather than on placement in subsidized jobs in the public sector.

Finally, under JTPA there is a new emphasis on accountability and performance. States and local service delivery areas are required to meet performance standards such as entered employment rates, average wages, and costs.

The JTPA Dislocated Worker Program

Whereas Title IIA of the Act requires states to allocate most of the funds they receive to sub-state service delivery areas, Title III programs have been administered directly by the states. The 1982 JTPA legislation gives states wide latitude regarding refining eligibility requirements, distributing funds, selecting training providers, establishing performance standards, and developing oversight procedures.

This report describes the JTPA dislocated worker program as it has operated under the 1982 legislation and

1986 Amendments. Changes to be implemented as a result of the 1988 trade reform legislation are described in the box on the previous page.

Eligibility

The 1982 JTPA legislation defined dislocated workers as individuals who:

a. have been terminated or laid off from jobs to which they are unlikely to return;
b. have been terminated or received a notice of termination because of a plant closure; or
c. are long-term unemployed with limited prospects for employment or re-employment in their previous occupation.

States were permitted to further refine this definition. For example, several states set time limits (2 or 3 years) on how long ago a person may have been laid off. Many states extended the definition to include displaced farmers.

The 1986 JTPA amendments expanded the definition to include certain categories of self-employed individuals (including displaced farmers) dislocated because of general economic conditions.

Beyond refining the definition, states have given priority to the selection of certain groups of dislocated workers. This process is known as targeting. Various groups have been targeted including Unemployment Insurance (UI) recipients or those who have recently exhausted their UI benefits and individuals displaced because of technological change, foreign competition or a permanent plant closing.[1]

Allocation Procedures for Title III Funds

The Federal government allocates 75 percent of the Title III funds to states using a formula based one-third on each state's share of the unemployed, one-third on the state's excess number of unemployed (above 4.5%), and one-third on the relative number of individuals unemployed for 15 weeks or more.

Twenty-five percent of the funds are reserved for the Secretary of Labor to distribute as discretionary funds and are intended for assistance to individuals affected by unanticipated large plant closings, mass layoffs, or natural disasters. States must apply for Secretary's discretionary funds.

States are required to provide matching funds or in-kind services equal to their Title III formula allocation. This match is reduced by 10% percent for each percent or portion thereof that a state's unemployment rate exceeds the national average. Matching funds are not required for the Secretary's discretionary awards.

The 1982 JTPA legislation does not require states to allocate dislocated worker funds to sub-state areas. Consequently, states have developed a variety of methods for distributing funds. Some states have selected to allocate all or a portion of their funds to service delivery areas. Generally a formula that is similar to the Federal allocation formula is used.

Other states use one or more of the following methods for distributing funds: requests for proposals, allocating funds to local Employment Service offices, distributing funds on a project basis, and running programs with state staff.

Title III Services

States are required to spend 70 percent of their formula allocation directly on training services. No more than 30 percent may be spent on the combined costs of administration, participant wages, stipends, allowances, and supportive services.

Activities permitted under the Act include job search assistance, job development, classroom and on-the-job skills training, pre-layoff assistance, and relocation assistance.

Performance Standards

Governors are required to set a standard for the entered employment rate of dislocated worker programs. Governors are also encouraged to establish a goal for average wage at placement. In addition, the Secretary of Labor specified a national goal of 60 percent for entered employment rate for the 1986-1987 and 1987-1988 program years. This goal was increased to 64 percent for the 1988-1989 program year.

Administration

JTPA provides Governors with broad latitude as to how they choose to mold their Title III programs; consequently, they have the potential to play an important role in dislocated worker programs. The actual involvement of the Governor in the Title III program varies considerably across states.

A Westat, Inc. study found that Governors playing active roles tended to be those who were committed to economic development, encouraging partnerships between the public and private sectors, and promoting coordination among state agencies. The involvement of Governors in the development of teams to provide rapid response services to workers displaced or about to be displaced due to a plant closing was also noted.[2]

Governors generally delegate the day-to-day administrative responsibility for the Title III program to a division of the state Department of Labor or its equivalent, but may give it to a division of another state agency such as the Employment Service or Economic Development. In a few states administrative responsibility rests with a special job training office directly under the Governor. The location of the Title III program in a state government's organizational structure may affect the degree of coordination and integration of services that is feasible.

Oversight

The State Job Training Coordinating Council, which is appointed by the Governor has the primary oversight responsibility for JTPA dislocated worker programs. The Council also oversees all other JTPA activities within the state. By law, one-third of the Council's members must be from business and industry, with the remainder from a variety of state and local governmental agencies, labor, education and community organizations.

As with the Governors, the degree of involvement of the State Councils in overseeing Title III programs varies. In one-quarter of the states sampled by the Westat study, the Councils were actively involved in oversight, and activities such as clarifying eligibility criteria, setting performance standards and approving expenditure plans.[3] The more active State Councils frequently have subcommittees with special responsibility for dislocated worker activities.

In summary, Title III of the Job Training Partnership Act gives states considerable freedom in administering their dislocated worker programs. The Governor, in conjunction with the State Job Training Coordinating Council, is authorized to make decisions regarding methods for intrastate distribution of funds, targeting certain groups of dislocated workers, services to be provided, and performance standards.

Footnotes

1. See R.F. Cook, et al., Implementation of the Job Training Partnership Act: Final Report, Westat, Inc., November 1985, pp. 9-21 to 9-25, and The Job Training Partnership Act, National Commission for Employment Policy, September 1987, p. 93-94.
2. Ibid., R.F. Cook, et al., pp. 9-4 to 9-6.
3. Ibid., p. 9-6.

Chapter Two
State Performance

This chapter provides information on the demographic characteristics of Title III participants and on the services they received. The emphasis is on participants enrolled during the 1986-1987 program year. Also included is an analysis of performance outcomes (entered employment rate, average wage at placement, and average cost per participant).

Participant Characteristics

During the 1986-1987 program year, 211,057 individuals participated in JTPA dislocated worker programs nationwide. A comparison of the characteristics of enrollees in Title III programs with those of the eligible population of displaced workers reveals that the proportions of males and females were the same. However, Title III programs served a somewhat higher proportion of blacks, and substantially fewer workers who were aged 45 or older. The proportion of high school graduates was slightly higher in Title III than in the eligible population (See Table 2-1).

Table 2-1: Characteristics[1]

Selected Characteristics	Percent in Title III	Percent of Eligibles
Males	65	65
Females	35	35
White*	77	81
Black*	16	11
Hispanic	5	6
Other ethnicity	2	2
Younger than 22	4	1**
Aged 22-44	9	62
Aged 45 or older	27	38
High school graduate	82	78
Unemployment Insurance claimant	55	***

*Excludes Hispanics
**Represents 20 and 21 year olds only
***Not available

As indicated in Table 2-1, almost two thirds of Title III terminees were male, about three quarters were white, and a majority were Unemployment Insurance (UI) claimants. These characteristics are similar to those of JTPA terminees during the previous two program years.

JTPA Dislocated Worker Services

Half of all Title III participants were initially assigned to job search assistance during the 1986-1987 program year. (See Table 2-2). In addition, a General Accounting Office study of Title III projects operating between October 1982 and March 1985 reveals that 66 percent of the participants received job search assistance as one of their activities.[2]

Although many participants receive more than one kind of service, job search assistance is by far the most common because dislocated workers often have marketable skills already, and may be reluctant to forgo wages while in longer term training.

Table 2-2 shows the *initial* program assignment of Title III participants during the 1986-1987 program year.

Table 2-2: Program Assignment*[3]

	Percent
Job Search Assistance	50
Classroom Training	26
On-the-job Training	12
Other Services (e.g. assessment, job counseling, referrals and relocation assistance)	12

*This classification is technically "initial program assignment" which represents the chronologically first activity assignment.

The General Accounting Office survey cited above also found that just six

percent of Title III participants received remedial education. Twenty-three percent received support services such as transportation or child care assistance.[4]

During the 1986-1987 program year, there was a higher proportion of males in job search assistance (70%) and a lower proportion in classroom training (57%) compared to their representation in the overall Title III population (65%). There was a somewhat higher representation of minorities in classroom training (25%) than in on-the-job training (18%).[5]

Performance Outcomes for the 1986-1987 Program Year

The measures of success of job training programs are fairly straightforward -- placing, at a reasonable cost, as many participants as possible in jobs with the highest possible wages. However, comparing the relative success of training programs operating in different economic environments should be done cautiously.

In reviewing state-by-state performance, NAB considered various factors which might affect the two major indicators of program success -- entered employment rates and average wages for participants finding jobs. These factors were program size, costs, state unemployment rate and average state wages for production workers. Statistical methods were used to measure the relationship of these factors to the indicators of program performance.[6]

However, because it is not possible to take all factors affecting performance into account, the following comparisons are presented for informational purposes rather than as absolute measures of the quality of individual state programs. It should be noted that most states (43) exceeded the national goal for entered employment rate (60%), and only nine states reported average wages of less than $6.00 an hour.

The following pages present a series of tables which rank the states by number of participants, entered employment rate, and wage ratios (i.e., average placement wages relative to the average state wages for production workers; states were ranked by wage ratios rather than by average placement wages to account for varying wages among states). Data for the individual states are included in the profiles in Chapter 5.

Table 2-3 shows that program size ranged from a low of 81 participants in Vermont to a high of 20,508 in Illinois. Analysis found no relationship between program size and performance indicators -- either entered employment rate or average wages of participants entering employment.

Table 2-4 presents states ranked by entered employment rate and also shows average hourly wages, costs, and state unemployment rates. Analysis revealed that neither the average amount spent per terminee entering employment nor the amount spent per participant were related to entered employment rate or average hourly wages.

It is often asserted that high unemployment rates cause lower placement rates. However, an analysis of Title III data found *no relationship between state unemployment rates and entered employment rate*. Similarly, the unemployment rate did not affect average placement wages.

What *was* found to be related to average placement wages was the average state wages for production workers. When this factor was added to a multiple regression analysis examining the combined effect of program size, cost per participant and unemployment rate on average placement wages, the result was a sixfold increase in the amount of variation in wages accounted for by the predictor variables.[7]

Because of the influence of general production wages on placement wages, the researchers ranked states according to wage ratio described above, rather than by placement wages alone (see Table 2-5). This can have a significant effect on the rank of individual states. For

Table 2-3
States Ranked by Number of Participants

Rank	State	Total Participants	Total Terminations	Total Entered Employment	Entered Employment Rate
1	ILLINOIS	20,508	11,996	8,623	72
2	NEW JERSEY	14,298	6,840	3,380	49
3	OHIO	12,246	8,804	5,950	68
4	KENTUCKY	11,660	6,645	5,084	77
5	NEW YORK	9,683	6,385	4,644	67
6	TEXAS	9,605	7,172	4,568	64
7	PENNSYLVANIA	9,232	6,673	4,124	62
8	MASSACHUSETTS	9,170	7,367	5,852	79
9	CALIFORNIA	9,131	7,224	5,362	74
10	MICHIGAN	7,953	5,289	3,439	65
11	MINNESOTA	6,548	3,306	2,150	65
12	INDIANA	6,425	4,117	3,471	84
13	MISSOURI	6,283	5,254	4,136	79
14	FLORIDA	4,794	3,386	2,179	64
15	NORTH CAROLINA	4,662	3,311	2,607	79
16	LOUISIANA	4,609	3,572	2,524	71
17	WASHINGTON	4,444	3,380	2,801	83
18	WISCONSIN	4,295	3,099	2,538	82
19	VIRGINIA	4,010	2,631	1,744	66
20	COLORADO	3,986	2,451	1,556	63
21	OKLAHOMA	3,384	2,017	1,458	72
22	SOUTH CAROLINA	3,299	2,357	1,828	78
23	TENNESSEE	3,224	2,046	1,357	66
24	MARYLAND	3,183	1,464	1,148	78
25	IOWA	2,960	2,310	1,696	73
26	MISSISSIPPI	2,727	2,116	1,481	70
27	ALABAMA	2,684	1,850	1,507	81
28	ARKANSAS	2,592	1,427	315	22
29	WEST VIRGINIA	2,421	524	366	70
30	OREGON	2,379	2,004	1,639	82
31	UTAH	2,054	1,986	966	49
32	GEORGIA	1,894	1,208	949	79
33	ARIZONA	1,687	940	773	82
34	MAINE	1,613	1,013	529	52
35	KANSAS	1,532	1,050	806	77
36	NEW MEXICO	1,405	1,005	491	49
37	HAWAII	1,266	989	599	61
38	MONTANA	1,148	906	693	76
39	DIST. OF COL.	989	944	377	40
40	IDAHO	910	787	533	68
41	DELAWARE	781	457	277	61
42	RHODE ISLAND	716	573	489	85
43	ALASKA	636	339	159	47
44	NEBRASKA	629	716	559	78
45	NEVADA	570	506	252	50
46	SOUTH DAKOTA	513	304	256	84
47	CONNECTICUT	370	244	209	86
48	NORTH DAKOTA	291	159	128	81
49	NEW HAMPSHIRE	282	164	122	74
50	WYOMING	219	136	99	73
51	VERMONT	81	6	5	83
	NATIONAL	**211,057**	**139,707**	**96,117**	**69**

Table 2-4
States Ranked by 1986-87 Entered Employment Rate

Rank	State	Entered Employment Rate	Average Hourly Wage	Cost Per Entered Employment	Cost Per Participant	Unemployment Rate
1	CONNECTICUT	86	9.41	3,749	2,118	3.8
2	RHODE ISLAND	85	8.02	1,890	1,291	4.0
3	SOUTH DAKOTA	84	5.43	1,160	579	4.7
4	INDIANA	84	7.48	1,891	1,022	6.7
5	WASHINGTON	83	8.41	1,926	1,214	8.2
6	VERMONT	83	4.21	29,582*	1,826	4.7
7	WISCONSIN	82	8.07	1,535	907	7.0
8	OREGON	82	7.33	1,603	1,104	8.5
9	ARIZONA	82	7.67	1,840	843	6.9
10	NORTH DAKOTA	81	6.00	3,627	1,595	6.3
11	ALABAMA	81	6.32	3,083	1,731	9.8
12	MISSOURI	79	6.23	799	526	6.1
13	GEORGIA	79	6.16	2,949	1,478	5.9
14	MASSACHUSETTS	79	8.41	811	517	3.8
15	NORTH CAROLINA	79	5.76	935	523	5.3
16	SOUTH CAROLINA	78	6.06	1,124	623	6.2
17	NEBRASKA	78	5.58	1,492	1,006	5.0
18	MARYLAND	78	6.94	1,575	568	4.5
19	KANSAS	77	7.19	2,133	1,122	5.4
20	KENTUCKY	77	7.15	872	380	9.3
21	MONTANA	76	7.54	1,390	839	8.1
22	CALIFORNIA	74	8.74	2,818	1,655	6.7
23	NEW HAMPSHIRE	74	6.64	5,238	2,266	2.8
24	WYOMING	73	9.40	3,230	1,460	9.0
25	IOWA	73	6.13	1,306	748	7.0
26	ILLINOIS	72	7.45	1,395	587	8.1
27	OKLAHOMA	72	6.93	2,054	885	8.2
28	LOUISIANA	71	6.87	1,897	1,039	13.1
29	MISSISSIPPI	70	6.26	1,564	850	11.7
30	WEST VIRGINIA	70	6.90	10,276*	1,554	11.8
	NATIONAL	**69**	**6.36**	**2,001**	**911**	**7.0**
31	OHIO	68	8.48	2,072	1,007	8.1
32	IDAHO	68	4.54	1,805	1,057	8.7
33	NEW YORK	67	7.00	3,559	1,707	6.3
34	TENNESSEE	66	6.13	2,924	1,231	8.0
35	VIRGINIA	66	6.16	1,232	536	5.0
36	MINNESOTA	65	7.70	1,758	577	5.3
37	MICHIGAN	65	8.13	3,189	1,379	8.8
38	TEXAS	64	6.90	1,462	696	8.9
39	FLORIDA	64	5.44	3,173	1,442	5.7
40	COLORADO	63	8.58	1,527	596	7.4
41	PENNSYLVANIA	62	6.93	2,412	1,078	6.8
42	HAWAII	61	5.93	627	297	4.8
43	DELAWARE	61	6.27	838	297	4.3
44	MAINE	52	5.54	2,690	882	5.3
45	NEVADA	50	7.00	2,792	1,234	6.0
46	UTAH	49	7.82	3,367	1,583	6.0
47	NEW JERSEY	49	7.53	1,429	338	5.0
48	NEW MEXICO	49	6.70	3,012	1,053	9.2
49	ALASKA	47	10.26	3,195	799	10.8
50	DIST. OF COL.	40	8.15	1,164	444	7.7
51	ARKANSAS	22	5.57	4,695	571	8.7

*The cost per entered employment is significantly higher than the cost per participant because a high proportion of the participants were carried over into the 1987-88 program year. This is because both Vermont and West Virginia received large discretionary grants towards the end of the 1986-87 program year.

Table 2-5
States Ranked by Ratio of Average Hourly Wage of JTPA Terminees Entering Employment to Average State Wage for Production Workers

Rank	State	Wage Ratio*	Entered Employment Rate	Composite Index*	Average Hourly Wage	Average State Wage
1	RHODE ISLAND	1.02	85	3	8.02	7.90
2	WYOMING	0.97	73	14	9.40	9.70
3	CONNECTICUT	0.93	86	4	9.41	10.07
4	MASSACHUSETTS	0.91	79	11	8.41	9.24
5	ALASKA	0.88	47	31	10.26	11.62
6	COLORADO	0.87	63	27	8.58	9.81
7	MISSISSIPPI	0.84	70	22	6.26	7.46
8	CALIFORNIA	0.84	74	18	8.74	10.37
9	DIST. OF COL.	0.79	40	36	8.15	10.28
10	UTAH	0.78	49	35	7.82	10.05
11	WISCONSIN	0.78	82	14	8.07	10.35
12	ARIZONA	0.78	82	14	7.67	9.84
13	SOUTH CAROLINA	0.77	78	18	6.06	7.92
14	NORTH CAROLINA	0.76	79	18	5.76	7.54
15	NEW MEXICO	0.76	49	37	6.70	8.78
16	NEVADA	0.75	50	37	7.00	9.36
17	NEW HAMPSHIRE	0.75	74	23	6.64	8.80
18	MINNESOTA	0.75	65	31	7.70	10.20
19	KANSAS	0.74	77	21	7.19	9.74
20	NEW JERSEY	0.74	49	39	7.53	10.13
21	GEORGIA	0.74	79	20	6.16	8.34
22	KENTUCKY	0.73	77	23	7.15	9.86
23	ALABAMA	0.73	81	20	6.32	8.64
24	NORTH DAKOTA	0.73	81	20	6.00	8.18
25	OHIO	0.73	68	30	8.48	11.56
26	TEXAS	0.72	64	35	6.90	9.65
27	ARKANSAS	0.72	22	44	5.57	7.76
28	OKLAHOMA	0.71	72	29	6.93	9.80
29	PENNSYLVANIA	0.71	62	38	6.93	9.74
30	WASHINGTON	0.71	83	20	8.41	11.77
31	TENNESSEE	0.71	66	34	6.13	8.58
32	NEW YORK	0.71	67	33	7.00	9.92
33	MARYLAND	0.70	78	25	6.94	9.96
34	VIRGINIA	0.70	66	35	6.16	8.84
35	ILLINOIS	0.70	72	30	7.45	10.67
36	SOUTH DAKOTA	0.70	84	20	5.43	7.72
37	OREGON	0.69	82	23	7.33	10.56
38	MONTANA	0.69	76	28	7.54	10.95
39	INDIANA	0.69	84	21	7.48	10.81
40	FLORIDA	0.68	64	39	5.44	8.02
41	HAWAII	0.67	61	43	5.93	8.86
42	WEST VIRGINIA	0.66	70	36	6.90	10.38
43	LOUISIANA	0.65	71	36	6.87	10.60
	NATIONAL	**0.65**	**69**	---	**6.36**	**9.73**
44	MAINE	0.64	52	47	5.54	8.65
45	MICHIGAN	0.64	65	42	8.13	12.80
46	MISSOURI	0.64	79	30	6.23	9.80
47	DELAWARE	0.62	61	47	6.27	10.11
48	NEBRASKA	0.60	78	33	5.58	9.26
49	IOWA	0.59	73	38	6.13	10.33
50	VERMONT	0.48	83	31	4.21	8.83
51	IDAHO	0.47	68	44	4.54	9.66

*Wage ratio = average hourly wage/average state wage.
**Composite index = rank for wage ratio + rank for entered employment rate. (See Table 2-4.)

example, Mississippi and Delaware with virtually the same placement wages, ranked seventh and forty-fifth, respectively, on wage ratio.

Composite Index

The overall rank ordering of states also changes when a state's rank on entered employment rate is combined with its rank on wage ratio into a single composite index.[8] As can be seen from the third column of Table 2-5, a number of states have the same score on this composite index. For example, Alabama and Georgia both score 20. However, Georgia ranks seventh and thirteenth on the two measures while Alabama ranks sixth and fourteenth.

Several southern states -- Alabama, Georgia, North Carolina and South Carolina -- as well as North Dakota and South Dakota, all of which had average wages for Title III participants entering employment that were below the national average ($6.36)[9], do well on this composite measure. These states generally had wage ratios of 73 percent or higher, and ranked among the top 15 states on entered employment rates.

Footnotes

1. Summary of JTQS Data for JTPA Title IIA and III Enrollments and Terminations during PY 1986, U.S. Department of Labor, Office of Strategic Planning and Policy Development, Division of Performance Management and Evaluation, December 1987, p. 17.

2. U.S. General Accounting Office, Dislocated Workers: Local Programs and Outcomes Under the Job Training Partnership Act, March 1987, p. 47.

3. Op. cit., JTQS p. A-6.

4. Op. cit., GAO p. 47.

5. Op. cit., JTQS., pp. 18-19.

6. NAB obtained data on performance outcomes from annual status reports submitted by states to the U.S. Department of Labor. Average state wages for production workers, which are technically average state wages for non-supervisory manufacturing jobs, were obtained from the 1988 Statistical Abstract of the United States. The statistical methods used involved running regression equations on the computer. The equations provide a means for estimating the amount of variation in the outcome (or dependent) variables, entered employment rate and average wage for terminees entering employment, that may be attributed to the predictor (or independent) variables: average cost per participant, average cost per entered employment, program size (number of participants), and unemployment rate. The computerized regression analysis generates a statistic known as R squared, or the coefficient of determination. The R squared is a measure of how well the equation fits the data. An R squared of 0 is "no fit" whereas an R squared of 1 is a "perfect fit." The statistic may also be understood as the percentage of variation in the dependent variable that may be attributed to the combined effect of the independent variables. None of the R squared values for the individual or combined effects of these variables was greater than 0.15. Or, in other words, less than 15 percent of the variation in entered employment rate or in average wages could be attributed to the effects of these variables. Thus, as noted in the text, these relationships must be considered nonexistent.

7. The R squared or coefficient of determination increased from 0.06 when the three variables were used to 0.37, with the addition of the fourth variable. This means that only six percent of the variation in average wages of terminees entering employment could be attributed to the combined effect of program size, average cost per participant and unemployment rate. However, the combined effect of these variables and the average state wage for non-supervisory manufacturing jobs accounted for 37 percent of the variation in the outcome measure.

8. To calculate the composite index, each state was assigned a number based on their rank (i.e., "1" for the state with the highest wage ratio, "2" for the state with the second highest ratio, etc.). The composite score is the sum of this rank and a similar rank based on the state's entered employment rate. (See Table 2-4 above for states rank ordered by entered employment rate.) States with identical wage ratios or entered employment rates were assigned the same rank; thus, several states may also have the same composite score.

9. The national average wage is calculated by taking an average of the state average wages weighted by the number of individuals finding employment in each state.

Chapter Three
State Administration

Issues

Since the passage of JTPA in 1982, state administration of dislocated worker programs has generally been effective, according to most observers. However, over the years a variety of changes in the operation of programs and the requirements of the legislation have been suggested.

A number of these suggested changes were based on successful experiences in individual states. Others have been suggested by Administration officials, members of Congress, and other interested observers. Many were incorporated in the worker adjustment provisions of comprehensive trade legislation, enacted by Congress in August 1988, as this review of state dislocated worker activities was going to press. Among the issues are:

Oversight

Other than giving general administrative responsibilities to the Governor and a broad monitoring role to the State Job Training Coordinating Council, the original legislation did not address the issue of Title III oversight. Nor did the legislation specify a minimum level of representation for organized labor on the State Council. The new provisions reorganize the State Council to give more representation to organized labor and provide a more specific oversight role for the State Council.

Sub-State Allocation of Funds

Under the original legislation, states could choose to distribute funds within the state as they saw fit. Under the new legislation, 60 percent of these funds must be allocated to local JTPA service delivery areas operating under the supervision of Private Industry Councils.

Rapid Response

Research has shown that early intervention in providing assistance to victims of plant closings and mass layoffs significantly improves the effectiveness of such programs. A number of states have established interagency "Rapid Response Teams" which can provide a range of services to dislocated workers before or soon after they are laid off. The 1988 Amendments to the Act formalize this approach by requiring all states to develop rapid response capability, and encouraging the use of labor-management committees as part of this capability.

Expenditures

For a variety of reasons largely related to the initial establishment of the JTPA dislocated worker programs in 1983 and the fact that funds can currently be carried over from year to year, a large part of the available Title III funds have not been spent. The new legislation provides for the reallocation of funds from states not meeting a specified expenditure level (70% the first year and 80% subsequent years) to states that exceed this level.

The National Alliance of Business researched these issues in its review of the status of state dislocated worker activities. Much of the information was gathered directly from the states. This was supplemented by information available from various other sources.

The NAB survey conducted during December 1987 and January 1988 obtained up-to-date information on state dislocated worker programs in order to examine changes that have evolved since earlier studies and to help visualize the degree to which proposed legislative changes would affect current programs.

For example, the extent that states are already allocating funds to sub-state areas by formula is of interest, considering the new Amendments which mandate this distribution method. The extent that states already have specialized State

Council committees to oversee Title III activities is also interesting given the new requirement that states designate a visible dislocated worker agency to oversee the program at the state level. The survey also examined the evolution of rapid response teams designed to provide services quickly in the event of plant closings.

This chapter presents an overview of the major findings from the survey. (Profiles of each state program are presented in Chapter 5.) The chapter also reviews the pattern of JTPA dislocated worker program expenditures over the past several years.

Administrative Arrangements

One indication of the degree of coordination or integration between the Title III program and other state programs is the location of the Title III program within a state's organizational structure. For example, when the Title III program is part of the same agency as the Title IIA program, or as the Employment Service, interprogram coordination may be facilitated.

The administrative arrangements for the JTPA Title III program are presented in Table 3-1 on the following page. As shown in the table, in 46 states the Title IIA administrative entity is part of the same agency as the Title III program. In a few of these states, the Title IIA and Title III programs are part of a separate office for JTPA programs, but generally they are part of a larger state agency such as the Department of Labor.

The number of states in which the Title III program is in the same agency as the Title IIA program has not changed much since Program Year 1984 (July 1, 1984 - June 30, 1985). A Westat study reported 43 states organizing their JTPA programs this way at that time.[1]

In 26 states, the Employment Service is part of the same agency as the Title III program. The economic development office is under the same agency as the Title III program in 13 states.

The amount of direct involvement the Governor has with the Title III program may be affected by the number of levels or positions between the Title III administrator and the Governor. However, in some states the designated Title III administrator delegates the day-to-day program operations to a staff member.

In about three fourths of the states, there are either two or three levels between the program administrator and the Governor. Nineteen states reported two levels, and 18 reported three levels. For example, the Title III administrator might report to a director of job training programs, who reports to an assistant commissioner, who is under the commissioner of the department, who is a member of the Governor's cabinet (three levels). Or, the program administrator might be directly under an assistant commissioner (two levels).

In five states, there are four levels between the dislocated worker program administrator and the Governor, and in one state there are five levels. Another five states report there is one level between the two positions, while in three states, the Title III administrator reports directly to the Governor.

Oversight

In a few states there is either a special dislocated worker subcommittee of the State Job Training Coordinating Council, or another group with special oversight responsibility for the Title III program. However, more than half the states (29) have not gone beyond the statutory requirements in providing for oversight of the Title III program. In these states the full Council oversees the program.

States with a special State Council dislocated worker or worker readjustment subcommittee include Kansas, Maryland, Michigan and Tennessee. In Kansas, this

Table 3-1
Administrative Arrangements for the JTPA Title III Program

STATE	Separate agency for JTPA Title III program	JTPA Title IIA admin. entity in same agency	State Employment Service in same agency	State economic development office in same agency
Alabama		X		X
Alaska		X		
Arizona		X	X	
Arkansas		X	X	
California		X		
Colorado		X		
Connecticut		X	X	
Delaware		X	X	
District of Columbia		X	X	
Florida		X	X	X
Georgia		X	X	
Hawaii		X	X	
Idaho		X	X	
Illinois				X
Indiana		X	X	
Iowa				X
Kansas		X	X	
Kentucky		X		
Louisiana		X	X	
Maine		X	X	
Maryland		X	X	X
Massachusetts	X			
Michigan		X		
Minnesota		X	X	
Mississippi		X		
Missouri		X		X
Montana		X	X	
Nebraska		X		
Nevada		X		
New Hampshire		X		
New Jersey		X	X	
New Mexico		X	X	
New York		X	X	
North Carolina		X	X	
North Dakota		X	X	
Ohio		X	X	
Oklahoma		X		X
Oregon		X		X
Pennsylvania		X		
Rhode Island		X		X
South Carolina		X		
South Dakota		X	X	
Tennessee		X		
Texas		X		X
Utah		X		X
Vermont		X	X	
Virginia			X	
Washington		X	X	
West Virginia				X
Wisconsin		X	X	
Wyoming		X		

subcommittee has the authority to act in an emergency without consulting the full Council.

In 15 other states, one or more general subcommittees of the State Council are involved in oversight of Title III, but have other responsibilities as well. For example, the planning, policy, program, or internal operations subcommittee may be responsible for oversight.

In three states special oversight responsibility has been designated to another group. In Arkansas, the Governor's Dislocated Worker Task Force oversees the program in conjunction with the State Council. In Wisconsin, a Dislocated Worker Task Force under the State Council has oversight responsibility. In Connecticut, planning and oversight are carried out by a dislocated worker team which includes representatives from a number of state agencies and from unions and community organizations.

Although the State Job Training Coordinating Council technically oversees the Title III program in almost all states, it should be noted that the degree of actual involvement by the Council varies across states. For example, a Westat study of a sample of twenty states found that in Program Year 1984 (July 1, 1984-June 30, 1985) the Councils played either an extremely limited role or none at all in more than a third of the states. In six states, the Council or its committees were actively involved in the Title III program, and in the remainder the Councils had an advisory role and limited oversight.[2]

Distribution of Funds

In NAB's survey the states reported using several different methods to distribute Title III formula funds. The major methods used fall into five categories. These are: a request for proposals (RFP) process; allocation of the funds by formula to service delivery areas (SDAs); allocation of funds to local Employment Service (ES) offices; distribution of funds on a project basis; and direct operation of the program by state staff.

Half the states used more than one method for distributing funds (i.e., a percentage of funds were distributed using one method and the balance using one or more other methods). Table 3-2 shows the number of states using a single method of distributing funds and a combination of methods.

Table 3-2 Distribution of Funds

Request for Proposals only	8	
Formula to SDAs only	6*	
Operated by state staff	4	
Distributed on project basis	7	
Allocated to local ES offices	1	
Total Using Single Method For Allocating Funds		26
Combination of formula to SDAs and one or more other methods		10*
Other combinations		15

*Includes a state that earmarks funds for SDAs using a formula, but disperses funds using an RFP.

In addition to the eight states that use an RFP to allocate *all* funds, 12 others use an RFP to allocate a *portion* of their funds. Not included in these 20 are two states (Montana and New York) that use a formula to earmark funds for the service delivery areas, but actually disperse the funds using an RFP. (See table note above.)

These findings are similar to those reported for the 1984-1985 Program Year by a Westat study -- "Eighteen states now rely upon a general competitive RFP method to allocate part or all of their funds, while an additional four states required the submission of proposals from entities whose Title III funding allocation levels were predetermined.[3]

A total of 16 states use a formula to either allocate or earmark a portion or all

of their funds to the service delivery areas. This method appears to be more popular currently than it was in the 1984-1985 Program Year. That year, the Westat study found that eight states formula funded part or all of their allocation to all SDAs, and an additional two passed part of their funds to a limited number of SDAs.[4]

Most of these 16 states use a formula that is the same or similar to the formula used by the Federal government to distribute funds to the states. This formula distributes one-third of the funds based on the state's share of the country's unemployed, one-third on its share of excess (above 4.5%) unemployed, and one-third on its share of persons unemployed more than 15 weeks.

Examples of other formulas used include the following. The Iowa formula incorporates expenditure levels and performance in serving dislocated workers. In Maryland, the formula is based 50 percent on the number of dislocated workers and 50 percent on the number of Unemployment Insurance exhaustees. Nebraska uses the federal formula, but substitutes the number of laid off workers for the number of unemployed.

Examples of the types of arrangements among the seven states that distribute all funds on a project basis are:

- States with small Title III allotments such as Maine and New Hampshire that distribute funds as needed.
- States such as Massachusetts and Kansas that award funds by considering the merits of individual projects, rather than by using an RFP.

The four states which operate their Title III programs with state staff are Nevada, North Dakota, South Dakota, and Vermont. Generally, Employment Service staff provide services. In North Dakota, funds are distributed to eight Employment Service regions. In Vermont, funds are distributed on a project basis to the appropriate local Employment Service office, and all projects are operated by ES staff.

As shown, one state allocates all its Title III funds to local Employment Service offices. In addition to this state, and the four noted above, the Employment Service has an important role in the following state programs:

- Virginia allocates funds to dislocated worker units and service sites located at the Employment Service offices.
- In Kentucky, two-thirds of the monies go to ES offices.
- In North Carolina, 95 percent of the funds are allocated to ES offices.
- Alaska contracts a portion of its funds to the Employment Service to do intake, assessment, and referral to contractors.

A few states have set up mechanisms for distributing Title III funds that do not fit neatly in these four categories. For example:

- Illinois allocates 95 percent of the funds to 19 dislocated worker centers set up across the state. Although other states have set up dislocated worker centers, they are generally either set up at a plant in response to a closing, or are funded through an RFP process.
- New York contracts a portion of its funds to the state Education Department for two programs -- one supports employer specific training, and the other provides tuition reimbursement vouchers for dislocated workers to use at community colleges and vocational schools.
- Connecticut contracts with various state agencies and private contractors to provide training and services, but makes decisions based on past experience and budgets submitted rather than using a formal request for proposals.

Matching Requirement

States are required to match all Title III funds other than the Secretary's discretionary awards. A number of states reported either currently having or previously having had problems coming up with the match. In addition, too much paperwork was felt to be involved in documenting the match.

These findings conform to those of other studies. The Office of Technology Assessment reported that state officials found cash contributions difficult to obtain, and that the bookkeeping associated with documenting in-kind contributions was burdensome.[5] A General Accounting Office survey of Title III projects found that 62% of the projects reported that the amount of staff resources and time used to account for matching resources was either moderate, great or very great.[6]

Rapid Response to Plant Closings

States have set up various mechanisms to provide rapid response to plant closings. Some states have set up formal "rapid response teams" consisting of representatives from state agencies such as Unemployment Insurance, the Employment Service, Vocational Education, Economic Development, and welfare agencies. Some also include a labor liaison and representatives from community colleges.

These teams meet with the employer and displaced workers to inform them of services available and to formulate assistance plans. Services provided may include on-site registration for Unemployment Insurance, job-finding clubs, referrals, and in some states with large plant closings, the establishment of an on-site dislocated worker assistance center.

Other states do not have a formal team, but have designated individuals in appropriate agencies to respond, or provide services through ongoing programs operated by, for example, local Employment Service offices. Still others provide rapid response services through service delivery areas rather than by coordinating it at the state level.

Ten states, generally those that are predominantly rural and have few large plants, have not found it necessary to provide rapid response services. They have found that individual dislocated workers, displaced from small concerns, can best be served through ongoing programs.

Brief descriptions of rapid response mechanisms are provided for each of the states in the profiles (see Chapter 5). Following are some examples of rapid response capabilities in selected states.[7]

- New Jersey established a rapid response team in 1985. The team consists of the assistant directors of the divisions of Employment Service, Unemployment Insurance, and Employment and Training, and a Labor Liaison who is a former union official employed by the division of Employment and Training. A hotline has been set up to encourage employers and the public to notify the team of upcoming plant closings. After notification, the team holds an initial planning meeting with the employer; actual services are provided by local staff from the three divisions. The New Jersey response team, which received a JTPA Presidential award, served 113 companies and 13,000 dislocated workers during Program Year 1986.

- Texas also established a rapid response team in 1985. The team members are from the departments of Community Affairs and Human Services, the Texas Employment Commission, the Texas Economic Development Commission and the Texas Education Agency. When notified of a plant closing, the Director of the Governor's Division of Economic Development calls a meeting. After an initial assessment based on information from the Texas Employment Commission about the

types of skills and job classifications of the workers to be laid off and a preliminary field investigation, a local task force is established to develop a strategy for action. Typically the local task force consists of representatives from the firm, union/ employees and local staff from the state agencies of the team members.

- In Colorado, rapid response services include early intervention "unemployment survival" workshops conducted by the AFL-CIO at the sites of plants implementing mass layoffs. Representatives of various state agencies also attend, and provide information to employers and employees about available benefits and services. Counseling is available for workers about to be laid off.

- Preparation for rapid response in Maryland includes monitoring layoff patterns statewide, and confidentially contacting employers likely to experience permanent reductions to inform them of available services. After notification of an upcoming closing or layoff, generally the state Title III administrator meets with a company official and the local SDA director or Job Service manager. The initial assessment, conducted at this meeting, is followed by the establishment of a labor-management committee to develop a plan. Services are usually provided through a temporary dislocated workers center, and include bulk Unemployment Insurance registration, assessment, counseling, assistance in applying for Trade Adjustment Assistance and state training funds, and referrals to local community colleges for training.

- In 1987, Pennsylvania initiated a model worker assistance program that includes both a state worker assistance committee/rapid response team and local committees. The Department of Labor and Industry serves as the lead agency on the state team, which also includes representatives from agencies such as Commerce, Health, Education, Welfare and the Governor's Office. After the representative from the Governor's Office makes the initial contact with the employer, a local committee consisting of equal representation from the employees (appointed by the union, where one is recognized as the bargaining agent) and the employer is set up to oversee the services provided. When more than 50 employees are to be laid off, a worker service assistance site is generally set up at or close to the plant. A worker inventory is conducted to facilitate referrals to jobs and training opportunities. The local committee directs the efforts to transfer workers within the company, where feasible, and to locate other employment and retraining opportunities.

A number of states organize rapid response to plant closings at the local level. In Virginia, local rapid response teams consist of staff from Unemployment Insurance, the Employment Service, and the Title III program. In Washington, the local job service centers organize rapid response and coordinate services with the SDA. Assistance is requested from the state when additional resources are needed. In Nebraska, the service delivery areas coordinate rapid response services with representatives from the Employment Service, social services agencies and the Unemployment Insurance office.

Expenditures

During the early years under the JTPA, there was much concern about the low expenditure rates of state dislocated worker programs. One reason for the low expenditure rate is the fact that dislocated worker programs were not part of the previous employment and training system (CETA), and had to be set up from scratch. Another reason is that the JTPA legislation permits funds authorized for one program year to be spent over a three year period. The pattern of expenditures and expenditure rates are examined here.

National expenditures during the nine month transition period (October 1983-June 1984) were about $78 million. Expenditures increased the following program year to almost $161 million, and again the next year to about $190 million. However, expenditures increased only slightly during the 1986-1987 program year -- to a little over $192 million.

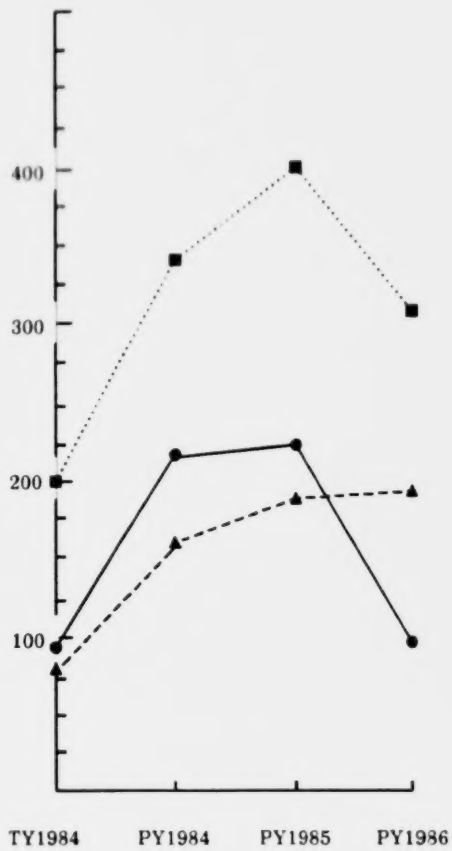
The national expenditure rate (expressed as annual expenditures per available dollars) increased from 39 percent during the transition period to 47 percent for each of the following two program years. Largely as a result of these low expenditure rates, Congress reduced the national allocation for the 1986-1987 program year by more than 50 percent compared to the previous year. Due primarily to this smaller allocation, the national expenditure rate for the 1986-1987 program year increased to 63 percent.

The following graph presents national expenditures, allotments and available dollars for the nine month transition period and the first three program years of the JTPA Title III program.

Table 3-3 presents states ranked by 1986-1987 program year expenditures per available dollars (expenditure rate).[8] As indicated, only ten states spent 80 percent or more of their available dollars during that year. Nevertheless, nineteen states still had expenditure rates below 60 percent.

As shown, the states with the highest expenditure rates (94 percent or higher) were Nebraska, Utah, Nevada, and Massachusetts. It should be noted that sometimes circumstances beyond a state's control may affect the expenditure rate. For example, Vermont, with the lowest expenditure rate, received a large discretionary award at the end of the program year which it could not spend until the following year.

JTPA Title III Expenditures
(in millions of dollars)



The allotments represent the amounts distributed to the states annually by the Federal government. The available dollars are the amount carried over from the previous year plus the new allotment. The amounts represent millions of dollars.

Table 3-3
States Ranked by 1986-87 Expenditure Rate

Rank	State	Expenditures Per Available	Total Available	Total Expenditures
1	NEBRASKA	97	858,452	834,236
2	NEVADA	95	737,032	703,476
3	UTAH	95	3,437,683	3,252,431
4	MASSACHUSETTS	94	5,039,078	4,743,449
5	IDAHO	86	1,120,199	961,839
6	MISSISSIPPI	86	2,695,683	2,316,698
7	MISSOURI	85	3,876,559	3,305,416
8	WYOMING	84	381,202	319,739
9	SOUTH CAROLINA	83	2,483,613	2,054,464
10	ILLINOIS	81	14,789,476	12,032,948
11	WASHINGTON	79	6,849,383	5,394,763
12	MAINE	78	1,830,775	1,422,904
13	NEW JERSEY	78	6,168,598	4,829,222
14	INDIANA	77	8,470,841	6,563,507
15	IOWA	73	3,051,399	2,214,238
16	NORTH CAROLINA	73	3,349,886	2,437,665
17	MICHIGAN	72	15,331,740	10,966,431
18	VIRGINIA	71	3,045,252	21,491,90
19	ALABAMA	70	6,591,133	4,646,521
20	HAWAII	69	543,252	375,625
21	COLORADO	68	3,489,382	2,376,786
22	NEW MEXICO	68	2,176,110	1,478,926
23	OKLAHOMA	68	4,387,637	2,994,314
24	GEORGIA	67	4,198,118	2,799,042
25	WEST VIRGINIA	64	5,843,030	3,761,187
26	DISTRICT OF COLUMBIA	63	343,159	438,838
	NATIONAL	**63**	**30,6609,597**	**192,357,485**
27	MINNESOTA	63	6,042,448	3,780,499
28	KENTUCKY	63	7,013,521	4,431,914
29	LOUISIANA	63	7,601,684	4,787,020
30	KANSAS	61	2,801,021	1,718,821
31	NEW HAMPSHIRE	61	1,043,917	639,092
32	NORTH DAKOTA	60	775,590	464,286
33	NEW YORK	59	28,158,685	16,528,574
34	MARYLAND	59	3,066,189	1,807,531
35	FLORIDA	59	11,669,299	6,914,817
36	DELAWARE	59	394,521	232,011
37	CONNECTICUT	58	1,361,005	783,632
38	OREGON	58	4,516,628	2,626,598
39	RHODE ISLAND	58	1,591,539	924,434
40	MONTANA	56	1,707,304	963,475
41	OHIO	56	22,105,464	12,329,306
42	WISCONSIN	56	6,936,044	3,896,776
43	TEXAS	54	12,323,272	6,680,397
44	ARIZONA	53	2,702,247	1,422,549
45	PENNSYLVANIA	50	19,755,437	9,948,632
46	CALIFORNIA	49	30,850,589	15,108,512
47	ARKANSAS	49	3,049,073	1,478,862
48	TENNESSEE	44	9,056,807	3,968,080
49	SOUTH DAKOTA	36	833,678	296,875
50	ALASKA	32	1,601,781	507,994
51	VERMONT	28	529,118	147,910

Footnotes

1. Reesman, C.J. et al., An Overview of JTPA PY84 Title III Activities in Fifty States, Westat, Inc. May 1985, p. 6.

2. R. F. Cook et al., Implementation of the Job Training Partnership Act: Final Report, Westat, Inc. November 1985, p. 9-6.

3. Reesman, C.J. et al., op. cit. p. 4.

4. Ibid., p. 5.

5. U.S. Congress, Office of Technology Assessment, Technology and Structural Unemployment: Re-employing Displaced Adults, February 1986.

6. GAO, Dislocated Workers: Local Programs and Outcomes Under the Job Training Partnership Act, March 1987, p. 25.

7. Information obtained from the NAB survey has been supplemented by A Study of the Effort Level States Expend to Provide Rapid Response to Potential Worker Dislocation by Stephanie Locke, Maine AFL-CIO, January 1988.

8. This information was obtained from annual status reports that states submit to the U.S. Department of Labor.

Chapter Four
State Legislative Initiatives

NAB conducted a supplementary survey in March-April 1988, in which states that had been reported to have enacted plant closing legislation were asked to describe the legislation.

This chapter consists of two parts. The first part classifies state legislation according to type. These types are advance notification of plant closings, provisions on severance pay or health insurance for displaced workers, and programs to assist employees in buying out their plants. In addition, state funded training efforts for dislocated workers are described. The second part presents state-by-state summaries of plant closing legislation.

Types of Plant Closing Legislation

Advance Notification of Plant Closings

Five states have passed legislation requiring advance notification of plant closings by firms with more than a specified number of employees. However, this requirement is mandatory in only two states. In the other three, advance notice is mandatory for only certain types of employers.

Maine has a mandatory advance notification period of 60 days that applies to companies with more than 100 employees that lay off more than 50 percent of their workforces or relocate more than 100 miles. Wisconsin also has a 60-day mandatory advance notification period for firms with 100 or more employees, which applies to workforce reductions of ten or more employees.

The Hawaii advance notification period of 45 days applies only to firms with more than 50 employees that lay off workers because of a sale, transfer, merger or other type of business takeover. In Massachusetts, companies with 50 or more employees that have received state funds are subject to a mandatory advance notification period of 90 days for plant closings; other companies are asked to comply with this requirement voluntarily. Maryland has a voluntary advance notification period of 90 days applying to employers with 50 or more workers that close, relocate or experience a workforce reduction of at least 25 percent or 15 employees, whichever is greater.

In several other states, including Illinois, Indiana, Iowa, New York, Texas, and Vermont, legislation on advance notice has been considered, but either was rejected or did not get out of committee. (However, the 1986 New York Compact provides for voluntary advance notification by companies endorsing the Compact.) A number of states, including Arkansas, Connecticut, Kansas, Michigan, Minnesota, Pennsylvania, Rhode Island and Tennessee, were considering legislation on either voluntary or mandatory advance notice in early 1988.

Severance Pay

Three states reported having legislation related to severance pay. In Hawaii, firms subject to advance notification requirements must pay each dislocated worker an allowance equal to the difference between the employee's usual salary and their Unemployment Insurance (UI) benefits. This allowance must be paid for four weeks. Maine requires severance pay equal to one week's wages for each year of service to be paid to employees with three or more years seniority. The voluntary guidelines in Maryland recommend a severance pay package tied to employees' wage levels and/or lengths of employment.

Health Insurance

Several states have passed legislation relating to the continuation of health insurance coverage for workers displaced by plant closings. In Connecticut, employers closing or relocating out of state must pay for 120 days of group health insurance coverage; employees are eligible for an additional 39 weeks at their own expense.

The voluntary guidelines in Maryland recommend the continuation of health insurance coverage for six months or until other employment is secured. The Massachusetts Industrial Services Program provides for limited health insurance benefits. New York operated a one-year demonstration program during 1987-1988 that provided four months of paid health insurance coverage for dislocated workers.

Other states, such as Nevada and Ohio, have legislation providing for the continuation of health insurance at the employee's expense. This is similar to the provisions of the Federal Consolidated Omnibus Budget Reconciliation Act of 1985 which requires employers to permit employees who leave to continue coverage at their own expense for 18 months.

In New Jersey, a commission has recommended that a fund be set up to pay for health and life insurance for UI claimants for up to six months. The fund would be supported by a portion of employees' contributions to the UI trust fund. In Rhode Island, a bill was pending at the time of the survey that would provide state funded health insurance to dislocated workers.

Employee Ownership

Several states have passed legislation to assist employees in buying out their companies. Generally the legislation funds feasibility studies or provides other technical assistance to employees considering a buyout. California, Illinois, Michigan, New York and Pennsylvania have such legislation. Washington has a program in the planning stages.

State Job Training Funds

A number of states contribute state funds to training programs for dislocated workers. Some of these are for programs that are separate from Title III, while in other states the funds represent the Title III match and are used to supplement regular Title III activities. Separate programs include the following:

In California, the Employment Training Panel provides funds for employers to retrain workers to avoid dislocation or plant closures due to technological change. These funds may also be used to train UI recipients or exhaustees for new jobs.

In Massachusetts, an Economic Stabilization Trust provides loans to troubled firms in mature industries to finance business turnarounds and prevent plant closings. State funds also supplement Title III funds in supporting dislocated worker assistance centers.

The Michigan Job Opportunity Bank (MJOB) - Retraining Program provides funds for unemployed or underemployed dislocated workers to receive up to a year of training at community colleges.

States use state funds to supplement Title III activities in a variety of ways. Indiana provides funds to supplement Title III monies formula-funded to SDAs. These funds are generally used as seed money while waiting approval of federal discretionary funds.

The New Jersey Jobs Training Program provides $4 million annually for retraining and education. (Both dislocated workers and economically disadvantaged individuals are served.) Twenty-five percent is retained by the state for customized training, and the remainder is allocated to SDAs. New York has recently appropriated funds for three worker assistance centers that will provide one-stop services to dislocated workers.

Pennsylvania has appropriated funds to be used for living expenses for dislocated workers participating in JTPA Title III training programs in the western part of the state. Iowa and Wyoming provide state funds to be used for regular Title III activities.

State-by-State Descriptions of Plant Closing Legislation

This section details individual state legislative initiatives on behalf of dislocated workers. It covers legislation or proposed legislation designed to assist dislocated workers in a variety of ways.[1]

California

Several pieces of legislation that assist dislocated workers have been passed although some of them are no longer in effect. Most recently, in 1988 a bill passed that authorized counties to establish supportive crisis counseling for dislocated workers.

The California Retraining Benefits Program allows UI recipients who apply during the first 16 weeks of coverage to draw benefits while participating in training, and provides for the extension of benefits until training is completed. Legislation has provided for technical assistance to encourage employee ownership.

The Employment Training Panel has provided funds since 1983 to employers to retrain their employees in order to prevent dislocation or plant closures due to technological changes. The Panel set up the Employment Training Tax Fund by reducing the UI employer tax by a small amount, and substituting a new tax of equal amount.

Employers must design and provide the training and are reimbursed by the fund under a performance based contract where payment is withheld until employees have been working in their new jobs for 90 days. In addition, employers may set up a program to train UI recipients or exhaustees for new jobs. Approximately 6,000 to 8,000 employers and close to 100,000 individuals have been served.

Connecticut

Connecticut employers who close or relocate out of state must pay for group health insurance coverage for 120 days or until the employee obtains other coverage, whichever comes first. After the 120 days, the employee is eligible to obtain the same coverage for an additional 39 weeks by paying for it him/herself.

In addition, during the spring of 1988, legislation was pending requiring voluntary advance notification of plant closings.

Hawaii

In July 1987, legislation became effective which covered workers laid off because of a sale, transfer, merger or other type of business takeover. The regulations apply to firms with 50 or more employees. Affected employees must receive 45 days advance notification. It is also mandatory to notify the State Director of Labor and Industrial Relations.

The firm must pay a dislocated worker allowance to each employee eligible to receive UI benefits due to the layoff. This allowance, which must be paid for four weeks, is the difference between the employee's usual weekly wages and the amount received in UI benefits. This requirement does not apply to employees covered by a collective bargaining agreement that provides supplementary UI benefits.

Employers not complying with these provisions are liable to pay a penalty to each of the employees affected equal to the value of their wages and benefits for the three months prior to the closure, layoff, or relocation.

Illinois

An Employee Ownership Assistance Act is on the books. It authorizes feasibility studies to assist employees in deciding whether or not to buy the plant. However, since it has been used infrequently, the legislature was considering a bill to amend it during the spring of 1988.

In 1987, a bill creating a 90-day advance notification requirement for plants with 50 or more employees that were closing or relocating more than 100 miles was rejected by a two-vote margin.

Indiana

Public Law 38 provides state matching funds for Title III. These monies are designed to supplement the Title III funds that are formula funded to SDAs and can be used as seed money while waiting for approval of discretionary funds. Primarily the funds are for retraining and education, although they may be used for job search

assistance. Any employer with a mass layoff or plant closing is eligible to apply.

The PIC prepares a proposal on behalf of the employer; the Title III program must approve the release of funds. The first priority is to use funds formula-funded to the SDAs, but if this is not available, Public Law 38 funds are released. Generally, $50,000 to $100,000 is provided to be used as seed money while awaiting approval of discretionary funding. This process is effective because a rapid response is possible when there are insufficient formula funds.

A bill requiring employers of 50 or more employees to provide 60 days advance notice of closures, relocations or mass layoffs was introduced and assigned to the Rules Committee. It was not reported.

Iowa

Iowa provides Title III state matching funds which may be used for retraining and education.

A bill was considered by the legislature's committee on business and labor relations that required mandatory advance notification of six months by employers with 100 or more employees, who closed, relocated or reduced their operations. It also contained provisions relating to severance pay and the continuation of insurance coverage. However, this bill did not get out of committee.

Maine

Advance notification requirements became effective in 1974 for companies employing more than 100 workers the previous year, that lay off more that 50 percent of their workforces or relocate more than 100 miles. Requirements specifying severance pay (affecting companies under the same conditions) were enacted the following year.

Covered employers are required to give 60 days advance notice to the Director of the Bureau of Labor Standards. Severance pay must be paid to employees with three or more years seniority. One week's wages is provided for each year of service.

The employees of the plant or the municipality may sue employers refusing to pay severance pay. In addition, an employer may receive a one-time penalty of up to $500.00 for not notifying the Director of the Bureau of Labor.

Maryland

The Economic Stabilization Act of 1985 provides voluntary guidelines to employers employing 50 or more individuals and operating within the state for more than one year. The guidelines apply to employers relocating, shutting down a work place, or reducing the number of employees by at least 25 percent or 15 employees (whichever is greater) over a three month period.

The voluntary guidelines include the following recommendations: 90 days advance written notice to each employee; a termination phase-in with a staggered schedule of layoffs or, if a collective bargaining agreement is in force, following the provisions of the agreement pertaining to termination and seniority; continuation of health insurance coverage for six months or until other employment is secured; and continuation of other company benefits such as participation in employee credit unions.

In addition, the guidelines recommend that employers consider providing retraining allowances ranging from $1,000 to $1,800; severance pay packages tied to the employee's wage level and/or length of employment; job search assistance or job clubs; and implementing an on-site displaced worker center.

The guidelines also describe the services of the Department of Employment and Training's Quick Response Program to be made available to employers. This program includes on-site registration for UI benefits and for federal trade readjustment services, job search assistance and placement, and referrals to retraining. In addition, the Department provides assistance to employers in planning and implementing re-employment services, establishing on-site displaced worker assistance centers, and in providing financial resources as available.

The Act requires the Department of Employment and Training to monitor layoff and employment patterns to identify employers likely to experience a permanent reduction in operations. These employers are contacted confidentially with offers of planning assistance and the provision of services, if needed.

Massachusetts

The Massachusetts Mature Industries Law set up the Industrial Services Program which has two major functions. In the first, loans are provided to troubled firms in mature industries through an Economic Stabilization Trust. The loans are designed to finance business turnarounds and prevent plant closings. The loans may be used to assist the owner in finding a new buyer, to restructure the company, or to implement a turnaround plan that will save jobs. Technical consulting services are also provided.

The second function of the Industrial Services Program is to assist displaced workers at full-service worker assistance centers. As of August 1987, 46 such centers had been set up. Each situation is different, but in many cases state (ISP) funding is combined with federal (Title III) money and funds from the closing company to operate a center that provides retraining, education, placement and other reemployment services to the dislocated workers. Supplemental unemployment insurance and limited health insurance benefits are also available through the Industrial Services Program.

Through a program known as the Social Compact, companies with 50 or more employees that have received state funds are required to provide a mandatory advance notification of 90 days of a plant closing. Companies that have not received state funds are asked to comply with this requirement voluntarily. Companies are also requested to voluntarily contribute up to 50 percent of employees' retraining and education costs. This program became effective in 1985.

A bill was introduced in 1987 requiring advance notice periods that depended on the number of affected employees (i.e., longer periods for higher numbers of affected employees), but this bill died in committee.

Michigan

Under Public Act 152, funds and services are provided to conduct feasibility studies for employees interested in buying a closing plant.

The Michigan Job Opportunity Bank or MJOB - Retraining Program provided two million dollars in FY86 state funds for dislocated workers to receive classroom training. Dislocated workers who are unemployed or underemployed are eligible to receive up to a year of training at community colleges. Training is provided only for specific jobs that are available in the local labor market.

Reimbursement for the training is made directly to the community college. Fifty percent of the payment is withheld until the participant has completed training. Another 30 percent is withheld until participants have been placed in training-related jobs within 30 days of completing training, and held the jobs for at least 30 days. The full 30 percent placement component is paid for jobs paying $5.00 per hour or above; half the placement component is paid for jobs paying between $4.00 and $4.99 hourly; and none of the placement component is paid for jobs paying $3.99 or less.

A bill was introduced requiring 60 days advance notice by employers with more than 100 employees, and specifying mandatory severance pay. This bill was referred to the Labor Committee and was pending early in 1988.

New Jersey

The New Jersey Jobs Training Program has been funded at $4 million annually since it was enacted in 1983. This provides state funds for retraining and education -- dislocated workers are served, but economically disadvantaged individuals are also eligible. Twenty-five percent of the funds are retained by the state to provide customized training. The remaining 75 percent are

allocated to SDAs in the same manner as Title III funds.

The New Jersey Business Retention and Job Retraining Commission made several recommendations affecting dislocated workers in its first annual report submitted to the Governor in October 1987. These included: voluntary advance notice of plant closings and mass layoffs; continuation of the State Council as the principal coordinating agency for worker adjustment programs; funding for continued health and life insurance coverage for dislocated workers; and permanent funding for the plant closing response team.

The plant closing response team, which served 113 companies and 13,000 dislocated workers in PY 1986 and received a Presidential JTPA award, has been supported by staff from several state agencies, but has had no explicit funding of its own. In early 1988, there was legislation pending to implement the recommendation for permanent funding.

The recommendation for the funding of health and life insurance specifies that a health and life insurance trust fund should be set up funded by a portion of employees' contributions to the Unemployment Insurance trust fund (New Jersey is one of 3 states in which employees as well as employers contribute to the trust fund). This fund would provide up to six months of benefits to UI claimants who are not eligible for coverage through spouses' plans.

New York

A bill requiring six weeks advance notice by employers with 25 or more employees was introduced, but did not have the support of the Governor. However, voluntary advance notice provisions apply to companies endorsing the 1986 New York Compact.

Legislation passed in 1988 provides funds for three one-stop dislocated worker assistance centers at the level of $500,000 each.

Under an experimental one year demonstration program that operated in 1987-1988, the state paid the premiums for four months (up to $500) of group health insurance coverage for workers dislocated as part of a mass layoff.

Legislation to assist employees interested in buying out their failing companies has been on the books since 1983.

Oregon

Legislation passed in 1987 allows Industrial Stabilization funds to be used to conduct feasibility studies for employees interested in buying out their companies.

Pennsylvania

The Department of Commerce provides technical assistance to employees attempting to buy out their plants. Employees are assisted in mapping out a strategy and in putting together a plan.

The state legislature has appropriated $2.5 million to be used for dislocated workers in the western part of the state. Dislocated workers participating in JTPA programs receive about $45 per week for living expenses while they are in training.

A bill requiring six months advance notice by businesses with at least 50 employees was pending in the Labor Relations committee in early 1988.

Rhode Island

There were several pieces of legislation affecting dislocated workers pending during the spring of 1988. Legislation requiring six months mandatory advance notification of plant closings was thought unlikely to pass. However, a bill to have the state pay for medical coverage for dislocated workers for several months after the company stops coverage was expected to pass.

In addition, the Governor has proposed "Workforce 2000" legislation that would allow the UI tax to be used to upgrade and retrain the workforce.

Wisconsin

There is a 60 day mandatory advance notice period for firms with 100 or more

employees. This applies to mergers, closings, or relocations resulting in workforce reductions of ten or more employees. Complaints referred to the state are investigated and may result in a $50 penalty per affected employee. This legislation became effective in 1984.

Wyoming

Wyoming has enacted a $75,000 per year state match for Title III starting with Program Year 1986. It may be used for the same types of activities as those permitted by Title III.

Other States

Some other states have been reported to have plant closing legislation. Our survey revealed that a few of these states do not appear to have such legislation. Others may have introduced bills that failed, or may have laws that cover dislocated workers but in fact apply to all employees losing their jobs involuntarily. Some have laws providing relatively minor services. Some of these laws and proposed laws are discussed briefly here.

Alabama. Legislation requires the Commissioner of Labor to provide information to workers, displaced by plant closings or major layoffs, regarding the management of their debts, and allows him to communicate with creditors of such workers regarding their financial difficulties. State credit unions should try to grant extended periods to unemployed workers to pay indebtedness; credit unions adversely affected by closings or layoffs may expand their field of membership.

Arkansas. A bill requiring three months advance notification of business closings or relocations affecting 50 or more employees was pending in the Senate State Agencies Committee in early 1988.

Kansas. A bill requiring 90 days advance notice applying to employers with more than 50 employees was pending in the Labor and Industry Committee in early 1988.

Minnesota. There were two bills pending in the state legislature in the spring of 1988. The Senate bill provided for 90 days advance notice of plant closings; but because there were no enforcement provisions, this was essentially voluntary. The House bill provides for 120 days notice for employers with 100 or more employees; health care coverage would be extended for one year and severance pay of one week per year of service would be required.

Nevada. A law allowing the employee to pay for the continuation of group health insurance coverage (similar to the Federal legislation contained in the Consolidated Budget Reconciliation Act of 1985) is on the books.

Ohio. A law provides for continuation of health insurance at employee's expense -- this applies to all employees terminated involuntarily for reasons other than misconduct and may be for a single individual (similar to the federal legislation).

Tennessee. There was a bill pending in early 1988 requiring voluntary notification by employers with 50 or more employees, of plant closings, workforce reductions, and relocations of more than 50 miles. Notification would be to employees and the state department of labor. A toll free telephone number was proposed to encourage employer compliance.

Texas. A bill requiring 90 days advance notice passed the House and Senate in 1987, but died when a compromise could not be reached in conference committee.

Vermont. Proposed legislation requiring a 60 day advance notification period did not pass. There was also some consideration of the state covering the cost of health insurance for employees if the company gave advance notice.

Washington. An employee ownership assistance program based on the Seattle worker center concept and run by the AFL-CIO was being planned in early 1988.

Footnotes

1. The information on proposed legislation obtained from NAB's survey has been supplemented by information from the January 11, 1988, issue of Clearinghouse published by the National Center on Occupational Readjustment, Inc.

Chapter Five
State Profiles

This chapter provides brief profiles of the JTPA Title III programs in each of the 50 states and the District of Columbia. The following describes the type of information covered in each profile, and provides an explanation of some of the terms used.

Contact: This person is generally the Title III administrator, and is usually the person with whom the National Alliance of Business conducted the telephone survey in December 1987 - January 1988.

Program Year 1986 Performance Indicators: These data are state totals for the year starting July 1, 1986 and ending June 30, 1987. The Job Training Partnership Act programs are forward funded; the funding cycle and program year begin in July of the referenced calendar year.

- *Total Participants* includes participants on-board at the beginning of the program year and new enrollees during the year.
- *Total Terminations* includes those placed in jobs and others leaving the program during the year.
- *Total Entered Employment* is those leaving the program for a job.
- The *Entered Employment Rate* is the total entering employment divided by the total terminations.
- The *Average Cost Per Participant* represents total expenditures divided by total participants.
- *Average Hourly Wage* represents the average wage for those entering employment.
- *Total Expenditures* represents Title III program expenditures during the program year.

Organizational Arrangements: This describes some other programs that are part of the same agency as the Title III program. These programs include the administrative entity for the JTPA Title IIA program, the Employment Service, and the economic development office. The number of levels or positions between the Title III administrator and the Governor is also listed in this section. For example, if the Title III administrator reports to an Assistant Commissioner of the Labor Department, who reports to the Commissioner of Labor, who is a member of the Governor's cabinet, then two levels would be listed. This statistic gives one indication of how direct an influence the Governor may have over the program.

Oversight: The State Job Training Coordinating Council or one or more of its subcommittees technically has oversight responsibility for the Title III program in almost all the states. However, it is important to note that the survey did not attempt to ascertain how active a role the Council plays. Earlier studies indicate that the Council's role may be extremely limited in a sizable fraction of the states. One or two states reported that another group oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Generally, states distribute their funds using one or a combination of the following methods: allocation to the service delivery areas; allocation to other local entities such as local Employment Service offices; reserved by the state to run a statewide program, or to be contracted or granted as needed; and distribution using request for proposals. Where funds are allocated to the service delivery areas, it is frequently noted that the state used the same or a similar formula to that used by the Federal government to distribute funds to states. This formula distributes

one-third of the funds based on the state's share of the country's unemployed, one-third on its share of excess (above 4.5%) unemployed, and one-third on its share of persons unemployed more than 15 weeks. The method of distributing funds described is the method used for Program Year 1987 (July 1, 1987 - June 30, 1988). Some states have established rapid response teams or other mechanisms to respond to plant closings. These are described in this section.

State Legislation: This information was obtained from a later survey of selected states that was conducted in March-April 1988. NAB selected the states based on a summary of state plant closing and related legislation prepared in March 1988 by the Division of State Employment Standards Programs of the U. S. Department of Labor. The types of legislation include provisions for assisting employees in buying their failing companies, laws requiring voluntary or mandatory advance notification of plant closings, provisions for continuation of insurance benefits for dislocated workers, and training programs set up with state funds. Legislation in these areas that was pending at the time of the survey is also noted.

State: **ALABAMA**

Contact: Dennis Hopper
Liaison for Governor's Unified Training
Alabama Dept. of Economic and Community Affairs
Employment and Training
P.O. Box 2939
Montgomery, AL 36105
(205) 284-8800

Program Year 1986 Performance Indicators:

Total Participants - 2,684

Total Terminations - 1,850

Total Entered Employment - 1,507

Entered Employment Rate - 81%

Average Cost per Participant - $1,731

Average Hourly Wage - $6.32

Total Expenditures - $4,646,521

Organizational Arrangements: The Department of Economic and Community Affairs includes the Title III program, the Title IIA administrative entity and the economic development agency. There are three levels between the Title III administrator and the Governor.

Oversight: Subcommittees of the State Job Training Coordinating Council meet before the full Council meets with the Governor to make recommendations.

Distribution of Funds and Rapid Response to Plant Closings: Funds are held at the state level and administered to the service delivery areas as needed. There is no formal rapid response team. Services are put together on an ad hoc basis.

State Legislation: The only state legislation in this area relates to state credit unions adversely affected by plant closings, and to information regarding the management of debts that the Commissioner of Labor is required to give to displaced workers.

State: **ALASKA**

Contact: Bill Mailer
Program Manager
Dept. of Community and Regional Affairs
949 East 36th Avenue
Anchorage, AK 99508
(907) 563-1955

Program Year 1986 Performance Indicators:

Total Participants - 636

Total Terminations - 339

Total Entered Employment - 159

Entered Employment Rate - 47%

Average Cost per Participant - $799

Average Hourly Wage - $10.26

Total Expenditures - $507,994

Organizational Arrangements: The Department of Community and Regional Affairs includes both the Title III program and the Title IIA administrative entity. There are two levels between the Title III program manager and the Governor -- the Director of Rural Development and the Commissioner of the Department of Community and Regional Affairs.

Oversight: The State Job Training Coordinating Council has oversight responsibilities. There are no indications that any subcommittees or other groups have an oversight role.

Distribution of Funds and Rapid Response to Plant Closings: Forty percent of the funds go to one of the three service delivery areas. The remaining 60 percent are contracted to the Employment Service to do intake, assessment and referral of clients to contractors for training. There is no need for a formal rapid response team since there are no major plant closings in Alaska.

State Legislation: There is no state legislation in this area.

State: **ARKANSAS**

Contact: Carolyn Johnson
Chief of Program Operations
Arkansas Employment Security Division
P.O. Box 2981
Little Rock, AR 72203
(501) 682-3164

Program Year 1986 Performance Indicators:

Total Participants - 2,592

Total Terminations - 1,427

Total Entered Employment - 315

Entered Employment Rate - 22%

Average Cost per Participant - $571

Average Hourly Wage - $5.57

Total Expenditures - $1,478,862

Organizational Arrangements: The Employment Security Division includes the Dislocated Worker Program, the Title IIA Administrative Entity, and the Employment Service. There are two levels between the Title III administrator and the governor.

Oversight: The Governor's Dislocated Worker Task Force in conjunction with the State Job Training Coordinating Council makes policy and program recommendations to the governor.

Distribution of Funds and Rapid Response to Plant Closings: Seventy percent of the funds are held at the state level as discretionary funds. Thirty percent are allocated using requests for proposals. The Governor's Task Force, which includes representatives from the Industrial Development Commission, Vocational Education, the AFL-CIO, and the Employment Security Division, coordinates rapid response activities.

State Legislation: There is no state legislation in this area.

State: **ARIZONA**

Contact: Bonnie Lee
Targeted Program Manager
Department of Economic Security
1300 West Washington Avenue
Phoenix, AZ 85007
(602) 255-3957

Program Year 1986 Performance Indicators:

Total Participants - 1,687

Total Terminations - 940

Total Entered Employment - 773

Entered Employment Rate - 82%

Average Cost per Participant - $843

Average Hourly Wage - $7.67

Total Expenditures - $1,422,549

Organizational Arrangements: The Department of Economic Security includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are two levels between the Title III Program Manager and the Governor.

Oversight: The State Job Training Coordinating Council, in conjunction with its subcommittees and the governor oversee the use of Title III funds.

Distribution of Funds and Rapid Response to Plant Closings: A request for proposals process is used to subcontract 96 percent of the funds to three regional centers. Four percent are held in reserve as discretionary funds at the state level. Rapid response capabilities enable services to be delivered in about three weeks. Response time depends on the amount of notification.

State Legislation: There is no state legislation in this area.

State: **CALIFORNIA**

Contact: James Curtis
JTPA Supervisor
Employment Development Dept.
P.O. Box 942880, MIC 69
Sacramento, CA 94280-0001
(916) 322-8460

Program Year 1986 Performance Indicators:

Total Participants - 9,131

Total Terminations - 7,224

Total Entered Employment - 5,362

Entered Employment Rate - 74%

Average Cost per Participant - $1,655

Average Hourly Wage - $8.74

Total Expenditures - $15,108,512

Organizational Arrangements: The Title III program and the Title IIA administrative entity are both located in the Employment Development Department. The Title III program administrator reports directly to the Secretary of the Department, who reports to the Governor.

Oversight: The State Job Training Coordinating Council and its subcommittees oversee the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Fifty percent of the funds are allocated to the Service Delivery Areas using the same formula the Federal government uses to allocate funds to the States. Fifty percent are held in reserve by the state, to be distributed through the service delivery areas if needed. The California Economic Adjustment Team formulates plans for rapid response to plant closings.

State Legislation: Legislation currently in effect includes a law enabling counties to establish supportive crisis counseling for dislocated workers, provisions for technical assistance to be provided to encourage employee ownership, and a program that allows individuals to receive Unemployment Insurance benefits while in training, and to receive an extension of the benefits until training is completed. Since 1983 a fund supported by a percentage of the Unemployment Insurance tax and under the auspices of the Employment Training Panel reimburses employers for retraining employees in danger of losing their jobs because of technological change.

State: **COLORADO**

Contact: Dick Rautio
Dislocated Workers Program
Coordinator
Governor's Job Training Office
1391 North Speer Blvd.
Suite 440
Denver, CO 80204
(303) 620-4400

Program Year 1986 Performance Indicators:

Total Participants - 3,986

Total Terminations - 2,451

Total Entered Employment - 1,556

Entered Employment Rate - 63%

Average Cost per Participant - $596

Average Hourly Wage - $8.58

Total Expenditures - $2,376,786

Organizational Arrangements: The Dislocated Workers Program and the Title IIA administrative entity are both in the Governor's Job Training Office. There are three levels between the Title III program coordinator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There are no indications of subcommittees or other groups with oversight responsibilities.

Distribution of Funds and Rapid Response to Plant Closings: Thirty-seven percent are allocated to the service delivery areas using the same formula the federal government uses to distribute funds to the states. Sixty-three percent are held in reserve by the state. Rapid response capabilities include "unemployment survival" workshops conducted by the AFL-CIO on-site before a plant closes. These workshops include representatives of various state agencies which may be of assistance to dislocated workers. The AFL-CIO also conducts job search workshops.

State Legislation: There is no state legislation in this area.

State: **CONNECTICUT**

Contact: Arthur Franklin
Title III Coordinator
Department of Labor
JTPA Administration
200 Follybrook Blvd.
Wethersfield, CT 06109
(203) 566-7433

Program Year 1986 Performance Indicators:

Total Participants - 370

Total Terminations - 244

Total Entered Employment - 209

Entered Employment Rate - 86%

Average Cost per Participant - $2,118

Average Hourly Wage - $9.41

Total Expenditures - $783,632

Organizational Arrangements: The Department of Labor includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are two levels between the Title III coordinator and the Governor.

Oversight: A dislocated worker team which includes representatives from a number of state agencies and from unions and community organizations is responsible for planning and oversight of the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Each team member has the authority to submit a budget. Funds are allocated to a combination of state agencies and private contractors to provide training and services. The budgets are reviewed based on past experience. The final budget is submitted to the State Council for approval. The dislocated worker team learns about plant closings from various sources such as the economic development agency. The company and union are contacted and provided with information about available services; a profile of the workers is obtained and counseling is offered to them.

State Legislation: Legislation requires employers who close or relocate out of state to pay for group health insurance for 120 days. After this time, employees are eligible to obtain the same coverage for 39 weeks at their own expense. In addition, legislation was pending in early 1988 on voluntary advance notification of plant closings.

State: **DELAWARE**

Contact: Alice Mitchells
Technical Services Manager
Division of Employment and Training
P.O. Box 9499
Newark, DE 19714-9499
(302) 368-6913

Program Year 1986 Performance Indicators:

Total Participants - 781

Total Terminations - 457

Total Entered Employment - 277

Entered Employment Rate - 61%

Average Cost per Participant - $297

Average Hourly Wage - $6.27

Total Expenditures - $232,011

Organizational Arrangements: The Department of Labor includes the Title III program, the Title IIA administrative entity, the Employment Service, the apprenticeship and training unit, and the women's vocational service. There are four levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees Title III activities.

Distribution of Funds and Rapid Response to Plant Closings: The funds are distributed as needed by the state Division of Employment and Training. There is a rapid response team with representatives from the departments of Labor, Health and Social Services, and Community Affairs, and from the Delaware Development Office, the AFL-CIO, the United Way, and the Private Industry Council. An initial meeting between selected members of the rapid response team and plant representatives and union officials (where applicable) is held when the plant closing/layoff decision has been confirmed. Available services are discussed, and information on the number and characteristics of workers to be dislocated is requested. After the initial meeting, the response team meets to determine what services will be provided.

State Legislation: There is no state legislation in this area.

State: **DISTRICT OF COLUMBIA**

Contact: Joyce Flowers
Supervisory Manpower
Development Specialist
Dept. of Employment Services
500 C Street, NW
Room 300
Washington, DC 20001
(202) 639-1142

Program Year 1986 Performance Indicators:

Total Participants - 989

Total Terminations - 944

Total Entered Employment - 377

Entered Employment Rate - 40%

Average Cost per Participant - $444

Average Hourly Wage - $8.15

Total Expenditures - $438,838

Organizational Arrangements: The Department of Employment Services includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are four levels between the Title III administrator and the Mayor.

Oversight: The State Job Training Coordinating Council oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: The funds are distributed using a request for proposals process. The Department of Employment Services monitors plant closings, and provides rapid response services directly.

State Legislation: There is no legislation in this area.

State: **FLORIDA**

Contact: Mabel Hicks
Labor Employment Training
Specialist
Labor and Employment Security
DOL, Bureau of Job Training
1320 Executive Center Drive
Room 201
Atkins Building
Tallahassee, FL 32399-0667
(904) 488-9250

Program Year 1986 Performance Indicators:

Total Participants - 4,794

Total Terminations - 3,386

Total Entered Employment - 2,179

Entered Employment Rate - 64%

Average Cost per Participant - $1,442

Average Hourly Wage - $5.44

Total Expenditures - $6,914,817

Organizational Arrangements: The Labor Department includes the Title III program, the Title IIA administrative entity, the Employment Service, and the economic development agency. There are three levels between the Title III administrator and the Governor: the chief of the Bureau of Job Training, the division director, and the department secretary.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There are no indications that subcommittees or other groups have oversight responsibilities.

Distribution of Funds and Rapid Response to Plant Closings: Twenty-five percent of the funds are held in reserve at the state level and seventy-five percent are distributed using a request for proposals process. There is no formal rapid response capability, but the reserve funds are available through an emergency request procedure, and may be requested by public or private entities to be used in response to plant closings.

State Legislation: There is no state legislation in this area.

State: **GEORGIA**

Contact: Robert Davis
Coordinator, Title III
Department of Labor
Sussex Place, Suite 650
148 International Blvd.
Atlanta, GA 30303
(404) 656-7392

Program Year 1986 Performance Indicators:

Total Participants - 1,894

Total Terminations - 1,208

Total Entered Employment - 949

Entered Employment Rate - 79%

Average Cost per Participant - $1,478

Average Hourly Wage - $6.16

Total Expenditures - $2,799,042

Organizational Arrangements: The Title III program, the Title IIA administrative entity, and the Employment Service are part of the Department of Labor. The Title III Coordinator reports to the Assistant Commissioner of Labor, who reports to the Commissioner, who is a member of the Governor's cabinet.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There is no indication that a subcommittee or another group has oversight responsibilities.

Distribution of Funds and Rapid Response to Plant Closings: All of the funds are held in reserve at the state level, and are distributed as needed using a request for proposals process. To expedite the release of funds, awards may be issued based on letters from a Private Industry Council, rather than through a request for proposal process. There is no formal rapid response capability. Representatives from the Employment Service and the Unemployment Insurance division meet with employees to explain the benefits and services available.

State Legislation: There is no legislation in this area.

State: **HAWAII**

Contact: Robert Watada
Administrator, Employment and Training Administration
830 Bunch Bowl Street, Rm. 316
Honolulu, HI 96813
(808) 548-7824

Program Year 1986 Performance Indicators:

Total Participants - 1,266

Total Terminations - 988

Total Entered Employment - 599

Entered Employment Rate - 61%

Average Cost per Participant - $297

Average Hourly Wage - $5.93

Total Expenditures - $375,625

Organizational Arrangements: The Department of Labor and Industrial Relations includes the Title III program, the Title IIA administrative entity and the Employment Service. The Title III administrator reports to the Director of the department who reports directly to the Governor.

Oversight: The State Job Training Coordinating Council has full oversight responsibility; there are no subcommittees or other oversight groups.

Distribution of Funds and Rapid Response to Plant Closings: The Federal allocation formula is used to distribute the funds to each of the islands, which are separate service delivery areas (SDAs). The department contracts with each SDA to administer the funds. There is no formal rapid response team. The Director assigns staff to work with service providers.

State Legislation: A mandatory advance notification period of 45 days applies to workers laid off because of business takeovers. Firms with 50 or more employees must notify affected employees and the Director of Labor and Industrial Relations. The firms must pay employees an allowance for 4 weeks that is the difference between their usual weekly wages and the amount of their Unemployment Insurance benefits. The penalty for noncompliance is equal to the value of the wages and benefits of affected employees for the 3 month period prior to layoff.

State: **IDAHO**

Contact: Steve Raschke
Grants Management Officer
Department of Employment Training
317 Main Street
Boise, ID 83735
(208) 334-6156

Program Year 1986 Performance Indicators:

Total Participants - 910

Total Terminations - 787

Total Entered Employment - 533

Entered Employment Rate - 68%

Average Cost per Participant - $1,057

Average Hourly Wage - $4.54

Total Expenditures - $961,839

Organizational Arrangements: The Department of Employment includes the Title III program, the Title IIA administrative entity and the Employment Service. There are three levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council has oversight responsibilities through its coordination subcommittee.

Distribution of Funds and Rapid Response to Plant Closings: Funds are allocated using a request for proposals process. Rapid response to plant closings is provided by the Employment Service, which receives a large share of the funds. Since no special allocation is needed, resources are available immediately.

State Legislation: There is no state legislation in this area.

State: **ILLINOIS**

Contact: James O'Brien
Office Chief, Program Development and Assessment
Department of Commerce and Community Affairs
620 East Adams Street
Springfield, IL 62701
(217) 785-6053

Program Year 1986 Performance Indicators:

Total Participants - 20,508

Total Terminations - 11,996

Total Entered Employment - 8,623

Entered Employment Rate - 72%

Average Cost per Participant - $587

Average Hourly Wage - $7.45

Total Expenditures - $12,032,948

Organizational Arrangements: The Department of Commerce and Community Affairs includes the Title III program and the economic development agency. There are four levels between the Title III administrator and the Governor.

Oversight: The Policy Committee of the State Job Training Coordinating Council has the primary oversight role. The Financial Committee also has input in the funding decisions.

Distribution of Funds and Rapid Response to Plant Closings: Ninety-five percent of the funds are allocated to 19 dislocated worker centers, located across the state. The remainder is held by the state as reserves. Rapid response is provided by the dislocated worker centers. Program managers monitor closings in order to facilitate quick response.

State Legislation: An Employee Ownership Assistance Act authorizes feasibility studies to assist employees in deciding whether to buy the plant, although it has not been used much. In 1987, a bill which created a 90 day advance notification requirement for firms with 50 or more employees that were closing or relocating more than 100 miles, lost by two votes.

State: **INDIANA**

Contact: Gary Gatman
Planning Analyst, Title III
10 North Senate
Indianapolis, IN 46200
(317) 232-7456

Program Year 1986 Performance Indicators:

Total Participants - 6,425

Total Terminations - 4,117

Total Entered Employment - 3,471

Entered Employment Rate - 84%

Average Cost per Participant - $1,022

Average Hourly Wage - $7.48

Total Expenditures - $6,563,507

Organizational Arrangements: The Department of Employment and Training Services consists of the Employment Service and both the Title III program and the Title IIA administrative entity. There are four levels between the Title III administrator and the Governor, although the Lieutenant Governor has major responsibility for the program.

Oversight: The State Job Training Coordinating Council oversees the Title III program. No subcommittees or other groups are involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are allocated to the service delivery areas, using a formula similar to the formula by which Federal funds are distributed to states. There is no rapid response at the state level. However, since all funds are distributed up front to the service delivery areas, the Private Industry Councils have the resources to put together dislocated worker teams to formulate rapid response plans.

State Legislation: Public Law 38 provides state level matching funds for the Title III program. These funds are available if there are not adequate formula funds; they are generally used as seed money to start programs, while awaiting approval of Federal discretionary funds. The Private Industry Councils prepare proposals for the use of these funds on behalf of employers closing a plant or implementing a mass layoff. The Title III program must approve release of the funds.

State: **IOWA**

Contact: Dennis Fetters
Chief, Program Operations
Division of Job Training
Dept. of Economic Development
200 E. Grand
Des Moines, IA 50309
(515) 281-3897

Program Year 1986 Performance Indicators:

Total Participants - 2,960

Total Terminations - 2,310

Total Entered Employment - 1,696

Entered Employment Rate - 73%

Average Cost per Participant - $748

Average Hourly Wage - $6.13

Total Expenditures - $2,214,238

Organizational Arrangements: The Title III program is part of the economic development agency. There are two levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There is no indication of subcommittees or other groups being involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: All funds are distributed by formula to the service delivery areas. The formula is based on the level of unemployment, the level of expenditures, and performance in serving dislocated workers. Performance is weighted heavily in the formula. Rapid response is provided through a network of state agencies that offer services. Representatives of the network meet to formulate a plan, and then implement it. The Governor usually attends meetings of this network.

State Legislation: Iowa provides state matching funds which may be used for retraining and education. A bill requiring mandatory advance notification was considered by the legislature's committee on business and labor relations, but the bill did not get out of committee.

State: **KANSAS**

Contact: Jane Burbridge
Director, Dislocated Workers Program
Kansas Dept. of Human Resources
401 Topeka Blvd
Topeka, KS 66603
(913) 296-5159

Program Year 1986 Performance Indicators:

Total Participants - 1,532

Total Terminations - 1,050

Total Entered Employment - 806

Entered Employment Rate - 77%

Average Cost per Participant - $1,122

Average Hourly Wage - $7.19

Total Expenditures - $1,718,821

Organizational Arrangements: The Department of Human Resources includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are two levels between the Title III administrator and the Governor.

Oversight: A dislocated worker subcommittee of the State Job Training Coordinating Council has oversight responsibility for the Title III program. In an emergency, the subcommittee has authority to act without consulting the full Council.

Distribution of Funds and Rapid Response to Plant Closings: All funds are held at the state level and each request for funds is considered on its own merits (there is no request for proposals process). Dislocated farmers have received a sizable share of the funds. Rapid response is provided through Pre-Layoff Assistance Coordination Teams (PLACT). These teams work with unions, employers and dislocated workers to get programs operational as quickly as possible.

State Legislation: There is no state legislation in this area.

State: **KENTUCKY**

Contact: Alan McDonald
Title III Coordinator
Dept. of Employment Services
400 Sherburn Lane, Suite 480
Louisville, KY 40207
(502) 896-2881

Program Year 1986 Performance Indicators:

Total Participants - 11,660

Total Terminations - 6,645

Total Entered Employment - 5,084

Entered Employment Rate - 77%

Average Cost per Participant - $380

Average Hourly Wage - $7.15

Total Expenditures - $4,431,914

Organizational Arrangements: The Department of Employment Services includes the Title III program and the Title IIA administrative entity. There are three levels between the Title III coordinator and the Governor.

Oversight: The State Job Training Coordinating Council has oversight responsibility for the Title III program. There is no subcommittee or other group involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: Currently, two-thirds of the funds are allocated to the local Employment Service offices. The remainder is allocated using a request for proposals process. Specific requirements are negotiated with each vendor as part of the funding process. There are 27 dislocated worker centers; some are local Employment Services offices, while others are community colleges. A rapid response team, consisting of representatives from the Unemployment Insurance unit and the Employment Services, provides information on available services to employers and dislocated workers when there are plant closings.

State Legislation: There is no legislation in this area.

State: **LOUISIANA**

Contact: Dale Miller
Assistant Director
Federal Training Programs
Louisiana Department of Labor
5360 Florida Blvd.
Baton Rouge, LA 70806
(504) 925-4369

Program Year 1986 Performance Indicators:

Total Participants - 4,609

Total Terminations - 3,572

Total Entered Employment - 2,524

Entered Employment Rate - 71%

Average Cost per Participant - $1,039

Average Hourly Wage - $6.87

Total Expenditures - $4,787,020

Organizational Arrangements: The Department of Labor includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are three levels between the Title III administrator and the Governor.

Oversight: The Executive Planning Committee of the State Job Training Coordinating Council oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: All funds are distributed using a request for proposals process. There is no formal rapid response team. Dislocated workers are provided with information about available services.

State Legislation: There is no legislation in this area.

State: **MAINE**

Contact: John Fitzsimmons
Commissioner of Labor
Department of Labor
State House, Station 54
Augusta, ME 04333
(207) 289-3788

Program Year 1986 Performance Indicators:

Total Participants - 1,613

Total Terminations - 1,013

Total Entered Employment - 529

Entered Employment Rate - 52%

Average Cost per Participant - $882

Average Hourly Wage - $5.54

Total Expenditures - $1,422,904

Organizational Arrangements: The Department of Labor includes the Title III program, the Title IIA administrative entity and the Employment Service. The Title III administrator is the Commissioner of Labor, who reports directly to the Governor.

Oversight: Oversight for the Title III program is provided by the State Job Training Coordinating Council.

Distribution of Funds and Rapid Response to Plant Closings: The funds are held at the state level and distributed directly, as needed. The Rapid Employment Training Initiative (RETI) team that includes representatives from state government, education and the private sector coordinates rapid response to plant closings using a unified multi-agency approach.

State Legislation: Advance notification requirements applying to companies with more than 100 employees that relocate or lay off more than half their workforce became effective in 1974. Sixty days notice is required. In addition, severance pay must be paid to employees with more than three years' service, with one week's wages paid for each year of service. Employees may sue employers refusing to pay severance pay. The employer may be penalized up to $500 for not notifying the Department of Labor of the closing.

State: **MARYLAND**

Contact: Vernon Thompson
Assistant Director
Department of Economic
and Employment Development
100 North Eutaw Street
Baltimore, MD 21201
(301) 333-7650

Program Year 1986 Performance Indicators:

Total Participants - 3,183

Total Terminations - 1,464

Total Entered Employment - 1,148

Entered Employment Rate - 78%

Average Cost per Participant - $568

Average Hourly Wage - $6.94

Total Expenditures - $1,807,531

Organizational Arrangements: The Dept. of Economic and Employment Development includes the Title III and Title IIA programs, the Employment Service, and Economic Development. There are 3 levels between the Title III administrator and the Governor.

Oversight: The Worker Adjustment Subcommittee of the State Job Training Coordinating Council oversees the program.

Distribution of Funds and Rapid Response to Plant Closings: Seventy-five percent are allocated to service delivery areas (SDAs) using a formula based 50 percent on the number of dislocated workers and 50 percent on the number of Unemployment Insurance (UI) exhaustees. Twenty-five percent are distributed as needed. SDAs are always used as prime contractors. Rapid response services include on-site registration for UI, job search assistance, and referrals to training. Employers are assisted in setting up on-site worker assistance centers. Layoff patterns statewide are monitored; employers likely to experience a permanent workforce reduction are informed of available services.

State Legislation: Voluntary guidelines apply to firms with 50 or more employees. If they close, relocate or reduce their workforce by at least 25 percent, they should give employees 90 days notice and continue health insurance and other benefits for 6 months. Also recommended are training allowances, severance pay based on employees' wage levels and/or length of employment, and job-finding clubs.

State: **MASSACHUSETTS**

Contact: Susan Teegarden
Director, Re-employment
Assistance Programs
Industrial Services Program
One Ashburton Place, Room 1413
Boston, MA 02108
(617) 727-8204

Program Year 1986 Performance Indicators:

Total Participants - 9,170

Total Terminations - 7,367

Total Entered Employment - 5,852

Entered Employment Rate - 79%

Average Cost per Participant - $517

Average Hourly Wage - $8.41

Total Expenditures - $4,743,449

Organizational Arrangements: The Title III program is part of the Industrial Services Program. The Title IIA administrative entity is in another agency. There are 3 levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There are no subcommittees or other groups involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: The funds are held by the state and distributed based on a needs analysis. Criteria include the number of plant closings in an area, the number of long term unemployed, past performance, and program design. Much of the funds go to worker assistance centers. These centers provide rapid response services when there are plant closings. Sometimes a new center is created to provide services to dislocated workers from a particular company.

State Legislation: The Industrial Services Program supplements Title III funds with state funds. Supplemental unemployment insurance and limited health insurance benefits are available. Also, loans are provided to troubled firms to finance business turnarounds and avoid plant closings. A voluntary advance notification program started in 1985, but firms with more than 50 employees that have received state funds are subject to a mandatory notification requirement of 90 days. A voluntary component of the program is employer contributions toward up to 50 percent of employees' retraining and education costs.

State: **MICHIGAN**

Contact: Milton Waters
Chief, Contracting and Monitoring
Michigan Department of Labor
Bureau of Employment Training
P.O. Box 30015
Lansing, MI 48909
(517) 699-1254

Program Year 1986 Performance Indicators:

Total Participants - 7,953

Total Terminations - 5,289

Total Entered Employment - 3,439

Entered Employment Rate - 65%

Average Cost per Participant - $1,379

Average Hourly Wage - $8.13

Total Expenditures - $10,966,431

Organizational Arrangements: The Department of Labor includes the Title III program and the Title IIA administrative entity. There are five levels between the Title III administrator and the Governor.

Oversight: The dislocated worker subcommittee of the State Job Training Coordinating Council oversees the program.

Distribution of Funds and Rapid Response to Plant Closings: Sixty percent are distributed by a request for proposals (RFP) process; 40 percent are reserved for the Governor's initiative. Criteria used in the RFP process include a needs assessment, area viability, and type of population to be served. A rapid response team includes 3 representatives from the Dept. of Labor and 2 from the Dept. of Commerce. Their plan goes directly to the Governor's office (the RFP process is waived for rapid response); training can begin in 2 to 3 weeks.

State Legislation: Feasibility studies are funded for employees interested in buying a closing plant. State funds ($2 million annually) support classroom retraining -- the Michigan Job Opportunity Bank (MJOB) - Retraining Program. Dislocated workers receive up to one year of training at community colleges. The colleges are reimbursed under a performance based contract which withholds 30 percent of the payment until trainees have worked at a training related job for 30 days, and only pays the full placement component for jobs paying $5.00 per hour or more.

State: **MINNESOTA**

Contact: Ed Retka
Title III Coordinator
Job Training Office Division
Department of Jobs and Training
690 American Center Building
150 E. Kellogg Blvd.
St. Paul, MN 55101
(612) 296-7918

Program Year 1986 Performance Indicators:

Total Participants - 6,548

Total Terminations - 3,306

Total Entered Employment - 2,150

Entered Employment Rate - 65%

Average Cost per Participant - $577

Average Hourly Wage - $7.70

Total Expenditures - $3,780,499

Organizational Arrangements: The Department of Jobs and Training includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are two levels between the Title III coordinator and the Governor.

Oversight: The Special Programs subcommittee of the State Job Training Coordinating Council oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Eighty-five percent of the funds are distributed using a request for proposals process and 15 percent are held in reserve at the state level. Each project funded is required to have a community task force, union agreement, and performance standards that identify the hardest to serve, and how the service provider intends to serve them. There is no formal rapid response system. However, proposals are considered on a monthly basis, which allows for timely response to plant closings.

State Legislation: There were two bills pending in the state legislature in March 1988. The Senate bill provided for 90 days voluntary advance notice of plant closings. The House bill would require 120 days advance notice of plant closings by employers with 100 or more employees. The House bill also contained provisions relating to health care coverage and severance pay.

State: **MISSISSIPPI**

Contact: Tommy Dorsey
Division Director, Title III
Governor's Office of Federal State Programs
Dept. of Job Development and Training
301 West Pearle Street
Jackson, MS 39203-3089
(601) 949-2083

Program Year 1986 Performance Indicators:

Total Participants - 2,727

Total Terminations - 2,116

Total Entered Employment - 1,481

Entered Employment Rate - 70%

Average Cost per Participant - $850

Average Hourly Wage - $6.26

Total Expenditures - $2,316,698

Organizational Arrangements: The Governor's Office of Federal State Programs includes both the Title III program and the Title IIA administrative entity. There are two levels between the Title III Division Director and the Governor.

Oversight: Several subcommittees of the State Job Training Coordinating Council have oversight responsibilities for various aspects of the Title III program, but there is no one committee with sole responsibility.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are distributed using a request for proposals process. Project are funded on an annual basis. Because generally the number of employees displaced from individual plants is fairly small, these people are referred to ongoing core programs for training. When there is a larger plant closing, a workshop may be conducted on-site to inform workers of available services. The ongoing programs permit a timely response to the workers displaced by a plant closing; there is no need for a formal rapid response team.

State Legislation: There is no state legislation in this area.

State: **MISSOURI**

Contact: Glenn Stenson
Statewide Programs Manager
Division of Job Development Training
221 Metro Drive
Jefferson City, MO 65109
(314) 751-7896

Program Year 1986 Performance Indicators:

Total Participants - 6,283

Total Terminations - 5,254

Total Entered Employment - 4,136

Entered Employment Rate - 79%

Average Cost per Participant - $526

Average Hourly Wage - $6.23

Total Expenditures - $3,305,416

Organizational Arrangements: The Title III program, the Title IIA administrative entity, and the economic development agency are located in the same department. There are two levels between the Title III administrator and the Governor.

Oversight: A subcommittee of the program committee of the State Job Training Coordinating Council has primary oversight responsibility for the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Part of the funds is allocated using request for proposals. The other part is allocated to public or non-profit groups at the local level (e.g., community colleges, vocational and technical schools, and community based organizations). A rapid response team that includes representatives from the Employment Service, the Economic Development office, and the Department of Education informs workers displaced by plant closings of the services available to them.

State Legislation: There is no state legislation in this area.

State: **MONTANA**

Contact: Sue Mohr
Administrator
Employment Policy Division
Department of Labor
P.O. Box 1728
Helena, MT 59624
(406) 444-4524

Program Year 1986 Performance Indicators:

Total Participants - 1,148

Total Terminations - 906

Total Entered Employment - 693

Entered Employment Rate - 76%

Average Cost per Participant - $839

Average Hourly Wage - $7.54

Total Expenditures - $963,475

Organizational Arrangements: The Department of Labor includes the Title III program, the Title IIA administrative entity, and the Employment Service. The Title III administrator reports to the Commissioner of Labor, who reports to the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. No subcommittees or other groups are involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: A formula similar to the federal formula used to allocate funds to states is used to earmark a portion of the funds for each of the two service delivery areas. However, the actual allocation process uses a request for proposals process. There is no formal rapid response capability since there are no large plant closings.

State Legislation: There is no legislation in this area.

State: **NEBRASKA**

Contact: Edward Kosark
Program Coordinator
Job Training Division
550 South 16th Street
Lincoln, NE 68509
(402) 471-2127

Program Year 1986 Performance Indicators:

Total Participants - 829

Total Terminations - 716

Total Entered Employment - 559

Entered Employment Rate - 78%

Average Cost per Participant - $1,006

Average Hourly Wage - $5.58

Total Expenditures - $834,236

Organizational Arrangements: The Job Training Division includes the Title III program and the Title IIA administrative entity. The Title III coordinator reports to the division director, who reports to the Commissioner of Labor, who, in turn, reports directly to the Governor.

Oversight: The full State Job Training Coordinating Council has oversight responsibility; there are no subcommittees with special responsibilities for the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Eighty percent of the funds are allocated to the three service delivery areas. The formula is similar to the federal formula except that the number of laid off workers is used instead of the number of unemployed. Twenty percent of the funds are held by the state as discretionary funds. Rapid response is coordinated by each of the three service delivery areas. A coordinated approach that includes the Employment Service, social service agencies, and the Unemployment Insurance office is used to inform workers of benefits available them.

State Legislation: There is no state legislation in this area.

State: **NEVADA**

Contact: Nancy Wall
Grants Administrator
State Job Training Office
State of Nevada
State Mailroom
Carson City, NV 89710
(702) 885-4310

Program Year 1986 Performance Indicators:

Total Participants - 570

Total Terminations - 506

Total Entered Employment - 252

Entered Employment Rate - 50%

Average Cost per Participant - $1,234

Average Hourly Wage - $7.00

Total Expenditures - $703,476

Organizational Arrangements: The State Job Training Office includes the Title III program and the Title IIA administrative entity. The Title III administrator reports directly to the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There are no subcommittees or other groups involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are held at the state level. Individual eligible dislocated workers who come into the JTPA office are served. A strike force is part of the Employment Service and presents information to workers displaced by a plant closing. A team with three or four members is put together; it may include union members. This team works with employers and workers to inform them about services and to set up a plan of action.

State Legislation: The only legislation in this area is a law relating to the continuation of group health insurance coverage at the employee's expense (similar to the federal COBRA legislation).

State: **NEW HAMPSHIRE**

Contact: Robert Steiner
State Coordinator, Title III
New Hampshire Job Training Council
64B Old Suncook Road
Concord, NH 03301
(603) 228-9500

Program Year 1986 Performance Indicators:

Total Participants - 282

Total Terminations - 164

Total Entered Employment - 122

Entered Employment Rate - 74%

Average Cost per Participant - $2,266

Average Hourly Wage - $6.64

Total Expenditures - $639,092

Organizational Arrangements: The Job Training Council includes the Title III program and the Title IIA administrative entity. There are two levels between the Title III coordinator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There is no indication that subcommittees or other groups are involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: The funds are held at the state level and distributed as needed. Rapid response capabilities are such that JTPA staff are able to respond within 24 hours of being notified of a plant closing. They inform the company and its workers about available services.

State Legislation: There is no state legislation in this area.

State: **NEW JERSEY**

Contact: Scott Stryker, Coordinator
Division of Employment and Training
New Jersey Dept. of Labor
Room 1105
Labor and Industry Bldg.
Trenton, NJ 08625
(609) 292-5156

Program Year 1986 Performance Indicators:

Total Participants - 14,298

Total Terminations - 6,840

Total Entered Employment - 3,380

Entered Employment Rate - 49%

Average Cost per Participant - $338

Average Hourly Wage - $7.53

Total Expenditures - $4,829,222

Organizational Arrangements: The Dept. of Labor includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are 3 levels between the Title III coordinator and the Governor.

Oversight: The planning subcommittee of the State Job Training Coordinating Council oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Twenty-five percent are held in reserve by the state. Seventy-five percent are allocated through a request for proposals process. Through this system, 10 of the 17 service delivery areas (SDAs) receive Title III funds. Criteria for awarding funds include the degree to which an SDA can show that it will coordinate services with other SDAs. In Program Year 1986, a rapid response team served 113 companies and 13,000 dislocated workers. The team includes staff from several state agencies, provides services within 24 hours, and received a Presidential JTPA award.

State Legislation: The New Jersey Jobs Training Program has been funded at $4 million annually since 1983. The state provides customized training, and allocates 75 percent to SDAs for dislocated workers and Title IIA eligibles. In 1987, a commission recommended voluntary pre-notification of plant closings and mass layoffs, and the establishment of a health and life insurance trust fund to pay insurance benefits for UI claimants for up to six months. The fund would be funded by a portion of employees' contributions to the UI trust fund.

State: **NEW MEXICO**

Contact: Pat Newman
Planner/Director
Governor's Administrative Entity
New Mexico Department of Labor
P.O. Box 4218
Santa Fe, NM 87502
(505) 827-6824

Program Year 1986 Performance Indicators:

Total Participants - 1,405

Total Terminations - 1,005

Total Entered Employment - 491

Entered Employment Rate - 49%

Average Cost per Participant - $1,053

Average Hourly Wage - $6.70

Total Expenditures - $1,478,926

Organizational Arrangements: The Department of Labor includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are two levels between the Title III administrator and the Governor.

Oversight: The planning committee of the State Job Training Coordinating Council oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are distributed to the service delivery areas, using a formula comparable to the federal formula used to distribute funds to the states. Rapid response is provided through a contract with the Human Resources Development Institute (HRDI), the training unit of the AFL-CIO. Generally, the New Mexico Department of Labor is informed of plant closings in advance, and provides information to the employer and workers about available services.

State Legislation: There is no legislation in this area.

State: **NEW YORK**

Contact: Carol June-Washington
Grants Management Director for JTPA
New York State Dept. of Labor
State Campus, Office Bldg #12
Washington Avenue, Room 162
Albany, NY 12240
(518) 457-0361

Program Year 1986 Performance Indicators:

Total Participants - 9,683

Total Terminations - 6,885

Total Entered Employment - 4,644

Entered Employment Rate - 67%

Average Cost per Participant - $1,707

Average Hourly Wage - $7.00

Total Expenditures - $16,528,574

Organizational Arrangements: The Dept. of Labor includes the Title III and Title IIA programs and the Employment Service. There are 2 levels between the Title III administrator and the Governor.

Oversight: A subcommittee of the State Job Training Coordinating Council makes recommendations for funding, but the full Council is responsible for oversight.

Distribution of Funds and Rapid Response to Plant Closings: Forty-five percent are earmarked for service delivery areas (SDAs) based on the number of unemployed in the SDA relative to the state, and distributed using a request for proposals process. Requests for funds are submitted by SDAs or service providers. Unused funds are reallocated to other SDAs. Five percent are held as Governor's discretionary funds. Fifty percent are contracted to the Education Department, 25 percent each for employer specific training and for tuition reimbursement vouchers to be used at community colleges or vocational schools. Response to plant closings is organized by state staff located at one of ten metropolitan district offices.

State Legislation: The 1986 New York Compact provides for limited voluntary advance notification of plant closings. A 1988 law funds three "one-stop" dislocated worker assistance centers. A 1987 law set up a one year demonstration to pay four months of group health insurance coverage for dislocated workers. Legislation to encourage employee ownership of failing companies was passed in 1983.

State: **NORTH CAROLINA**

Contact: Steve Gold
Title III Planning Coordinator
Dept. of Natural Resources and Community Development
Division of Employment and Training
P.O. Box 27687
Raleigh, NC 27611
(919) 733-6383

Program Year 1986 Performance Indicators:

Total Participants - 4,662

Total Terminations - 3,311

Total Entered Employment - 2,607

Entered Employment Rate - 79%

Average Cost per Participant - $523

Average Hourly Wage - $5.76

Total Expenditures - $2,437,665

Organizational Arrangements: The Department of Natural Resources and Community Development includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are three levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program; there are no subcommittees involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: Ninety-five percent of the funds are allocated to local Employment Service offices. Five percent are held in reserve by the state. Rapid response to plant closings is coordinated by staff from the state Employment Service office who meet with the local ES office, community colleges, and representatives from the Department of Commerce, businesses and the service delivery area to discuss available services and form a plan of action.

State Legislation: There is no legislation in this area.

State: **NORTH DAKOTA**

Contact: Peter Herda
Program Specialist
Job Service
Box 1537
Bismarck, ND 58502
(701) 224-3493

Program Year 1986 Performance Indicators:

Total Participants - 291

Total Terminations - 159

Total Entered Employment - 128

Entered Employment Rate - 81%

Average Cost per Participant - $1,595

Average Hourly Wage - $6.00

Total Expenditures - $464,286

Organizational Arrangements: The Title III program, the Title IIA administrative entity, and the Employment Service are located in the same agency. The Title III administrator reports to the Director of Employment and Training, who reports directly to the Governor.

Oversight: The Employment and Training Forum, consisting of the Private Industry Council and the State Job Training Coordinating Council oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are allocated to the eight regions within the single service delivery area, using the same formula that the federal government uses to allocate Title III funds to the states. There is no rapid response capability. It is not needed since there are no large industries in North Dakota.

State Legislation: There is no legislation in this area.

State: **OHIO**

Contact: Mark Shanahan, Director
Community Economic Assistance Team
Ohio Bureau of Employment Services
145 South Front Street
Columbus, OH 43215
(614) 466-9842

Program Year 1986 Performance Indicators:

Total Participants - 12,246

Total Terminations - 8,804

Total Entered Employment - 5,950

Entered Employment Rate - 68%

Average Cost per Participant - $1,007

Average Hourly Wage - $8.48

Total Expenditures - $12,329,306

Organizational Arrangements: The Bureau of Employment Services includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are three levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There is no indication that its subcommittees or other groups have an oversight role.

Distribution of Funds and Rapid Response to Plant Closings: Twenty percent of the funds are allocated to the service delivery areas using a modification of the formula the federal government uses to allocate funds to states. The remaining 80 percent are held by the state and distributed on a project by project basis, as needed. The Community Economic Assistance Team is a rapid response team designed to respond to plant closings. Services are provided by Employment Service staff. The timeliness of the response depends on the amount of pre-notification received.

State Legislation: The legislation in this area is limited to a law covering all employees terminated involuntarily for reasons other than misconduct; it provides for the continuation of health insurance at an employee's expense (similar to the Federal COBRA legislation).

State: **OKLAHOMA**

Contact: Clyde Bennett
Program Supervisor
Oklahoma Dept. of Commerce
6601 North Broadway
Oklahoma City, OK 73116-8214
(405) 843-9770

Program Year 1986 Performance Indicators:

Total Participants - 3,384

Total Terminations - 2,017

Total Entered Employment - 1,458

Entered Employment Rate - 72%

Average Cost per Participant - $885

Average Hourly Wage - $6.93

Total Expenditures - $2,994,314

Organizational Arrangements: The Department of Commerce includes the Title III program, the Title IIA administrative entity, and the economic development agency. The Title III administrator reports to the Executive Director of the department, who reports directly to the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program; there is no subcommittee with special responsibility for Title III.

Distribution of Funds and Rapid Response to Plant Closings: Ninety percent of the funds are allocated using a request for proposals process, and 10 percent are held in reserve by the state. Criteria used for evaluating the proposals include the demand for the occupations that are targeted, the training history of the service providers, and the ability of the contractors to identify and recruit dislocated workers. Although there is no formal rapid response mechanism, the statewide vocational technical school system provides services in a timely fashion, and contracts with the Employment Service for intake services.

State Legislation: There is no legislation in this area.

State: **OREGON**

Contact: Bill Braly
Acting Manager
State of Oregon Job Training Partnership
Economic Development Dept.
155 Cottage Street, N.E.
Salem, OR 97310
(503) 373-1995

Program Year 1986 Performance Indicators:

Total Participants - 2,379

Total Terminations - 2,004

Total Entered Employment - 1,639

Entered Employment Rate - 82%

Average Cost per Participant - $1,104

Average Hourly Wage - $7.33

Total Expenditures - $2,626,598

Organizational Arrangements: The Title III program and the Title IIA administrative entity are part of the department responsible for economic development. There are three levels between the Title III administrator and the Governor.

Oversight: The Internal Operations Committee of the State Job Training Coordinating Council has oversight responsibility for the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Ninety percent of the funds are allocated to the service delivery areas using the same formula the federal government uses to allocate funds to the states. Ten percent are held in reserve at the state level to be used as rapid response funds. These funds supplement monies allocated to the service delivery areas; and upon request to the state are released as quickly as possible. There are no rapid response services provided directly by the state; rapid response refers solely to this fund.

State Legislation: Legislation passed in 1987 allows Industrial Stabilization funds to be used to conduct feasibility studies for employees interested in buying out their companies.

State: **PENNSYLVANIA**

Contact: Keith Mitchel
Manager of Operations
Bureau of Job Training Partnership
Labor and Industry Bldg.
Room 1105
7th and Foster Streets
Harrisburg, PA 17120
(717) 787-1303

Program Year 1986 Performance Indicators:

Total Participants - 9,232

Total Terminations - 6,673

Total Entered Employment - 4,124

Entered Employment Rate - 62%

Average Cost per Participant - $1,078

Average Hourly Wage - $6.93

Total Expenditures - $9,948,630

Organizational Arrangements: The Department of Labor and Industry includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are three levels between the Title III administrator and the Governor.

Oversight: The full State Job Training Coordinating Council oversees the Title III program; no subcommittees are involved.

Distribution of Funds and Rapid Response to Plant Closings: All funds are allocated using a request for proposals process. Rapid response is provided through a team that includes representatives of the Job Training Partnership Bureau, the Employment Service, and the Unemployment Insurance unit. Information is provided on available services and workers are registered for Unemployment Insurance benefits. On-site worker assistance centers are set up at large plants.

State Legislation: The Department of Commerce provides technical assistance to employees attempting to buy out their plants. In addition, $2.5 million in state funds has been appropriated for dislocated workers in the western part of the state. These funds are for training allowances to cover living expenses (approximately $45 weekly) while participants are in JTPA programs.

State: **RHODE ISLAND**

Contact: Richard Di'Orio
Director of Dislocated Worker Programs
DED/Job Development and Training
555 Valley Street
Building 51, 3rd Floor
Providence, RI 02908
(401) 277-3450

Program Year 1986 Performance Indicators:

Total Participants - 716

Total Terminations - 573

Total Entered Employment - 488

Entered Employment Rate - 85%

Average Cost per Participant - $1,291

Average Hourly Wage - $8.02

Total Expenditures - $924,434

Organizational Arrangements: The Title III program and Title IIA administrative entity are part of the Department of Economic Development. The Title III administrator reports directly to the Governor.

Oversight: The full State Job Training Coordinating Council oversees the Title III program; there are no subcommittees involved.

Distribution of Funds and Rapid Response to Plant Closings: All funds are distributed using requests for proposals. As part of this process, the state requests bids for specific projects that they would like implemented. There is no formal rapid response capability, although a dislocated worker resource center to assist workers displaced by plant closings has been in operation since 1986. When possible, services are also provided on-site.

State Legislation: There were several pieces of legislation pending in March 1988. A bill mandating six months advance notification of plant closings was thought unlikely to pass. However, a bill to have the state pay for medical coverage for dislocated workers for several months after the company stops coverage was thought to have a good chance of passing. In addition, the Governor has proposed legislation that would allow the Unemployment Insurance tax to be used to upgrade and retrain workers.

State: **SOUTH CAROLINA**

Contact: Michael Westmoreland
Planner
Employment and Training
1300 Pickens Street
Columbia, SC 29201
(803) 734-8950

Program Year 1986 Performance Indicators:

Total Participants - 3,299

Total Terminations - 2,357

Total Entered Employment - 1,828

Entered Employment Rate - 78%

Average Cost per Participant - $623

Average Hourly Wage - $6.06

Total Expenditures - $2,054,464

Organizational Arrangements: The Employment and Training Division of the Governor's Office includes the Title III program and the Title IIA administrative entity. There are three levels between the Title III administrator and the Governor.

Oversight: The statewide programs committee of the State Job Training Coordinating Council and the Private Industry Council oversee the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Ninety-four percent of the funds are allocated to substate areas within the single service delivery area using a formula similar to the formula used by the federal government to allocate funds to the states. Six percent are held in reserve by the state. The response team is operated by the State Development Board. The initial response to plant closings may be started as soon as 48 hours after the state is notified -- information is provided to the employer and workers about services available through the state.

State Legislation: There is no legislation in this area.

State: **SOUTH DAKOTA**

Contact: Bill Molseed
Labor Program Specialist
Department of Labor
700 Governors Drive
Pierrre, SD 57501
(605) 773-5017

Program Year 1986 Performance Indicators:

Total Participants - 513

Total Terminations - 304

Total Entered Employment - 256

Entered Employment Rate - 84%

Average Cost per Participant - $579

Average Hourly Wage - $5.43

Total Expenditures - $296,875

Organizational Arrangements: The Title III program, the Title IIA administrative entity, and the Employment Service are part of the Department of Labor. The Title III administrator reports to the JTPA administrator, who reports to the Secretary of Labor, who is in the Governor's cabinet.

Oversight: The State Job Training Coordinating Council oversees the Title III program; there is no indication that subcommittees or other groups have a role in oversight.

Distribution of Funds and Rapid Response to Plant Closings: All funds are maintained at the state level. The Employment Service administers the program. Rapid response is provided through the coordinated efforts of state and local JTPA staff and representatives of the Employment Service and Unemployment Insurance unit. Workers and employers are informed of available services and a plan of action is developed.

State Legislation: There is no state legislation in this area.

State: **TENNESSEE**

Contact: Robert Meadows
Director, Title III
Tennessee Department of Labor
501 Union Building
Nashville, TN 37219
(615) 741-1031

Program Year 1986 Performance Indicators:

Total Participants - 3,224

Total Terminations - 2,046

Total Entered Employment - 1,357

Entered Employment Rate - 66%

Average Cost per Participant - 1,231

Average Hourly Wage - $6.13

Total Expenditures - $3,968,080

Organizational Arrangements: The Department of Labor includes the Title III program and the Title IIA administrative entity. There are two levels between the Title III administrator and the Governor.

Oversight: Oversight of the Title III program is provided through State Job Training Coordinating Council subcommittees on Title III and Grants Management.

Distribution of Funds and Rapid Response to Plant Closings: Thirty-five percent are allocated to the service delivery areas using a formula similar to the formula used by the federal government to allocate funds to the states. Sixty-five percent are held at the state level. Rapid response is provided by a team that includes representatives from the Employment Service, Unemployment Insurance, Economic and Community Development, Human Services, and the service delivery areas. Response time is 24-48 hours. In some cases, the company or union will initiate the contact.

State Legislation: A bill on advance notification was pending in the legislature during May 1988. This bill would apply to employers with at least 50 employees where a plant closing, relocation of more than 50 miles, modernization or management policies would result in the permanent reduction of the workforce by 50 or more during a three month period. The bill would require notification of employees and of the Department of Labor. A toll free telephone line would be set up to encourage compliance.

State: **TEXAS**

Contact: Andres Tijerna
Manager, Worker Readjustment
Texas Department of Commerce
8317 Cross Park Drive
Austin, TX 78754
(512) 834-6288

Program Year 1986 Performance Indicators:

Total Participants - 9,605

Total Terminations - 7,172

Total Entered Employment - 4,568

Entered Employment Rate - 64%

Average Cost per Participant - $696

Average Hourly Wage - $6.90

Total Expenditures - $6,680,397

Organizational Arrangements: The Department of Commerce includes the Title III program, the Title IIA administrative entity, and the economic development agency. There are two levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council and it subcommittees oversee the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: Sixty percent of the funds are allocated to the service delivery areas using a formula similar to the formula the Federal government uses to allocate funds to the States. Forty percent are distributed using a request for proposals process. Rapid response is based on recommendations for services and a plan of actions put together by the Employment Service and Unemployment Insurance agencies.

State Legislation: There is no state legislation in this area.

State: **UTAH**

Contact: Gary Gardner
Field Service Representative
Office of Job Training for Economic Development
State Office Building
Room 6136
Salt Lake City, UT 84114
(801) 538-3619

Program Year 1986 Performance Indicators:

Total Participants - 2,054

Total Terminations - 1,986

Total Entered Employment - 966

Entered Employment Rate - 49%

Average Cost per Participant - $1,583

Average Hourly Wage - $7.82

Total Expenditures - $3,252,431

Organizational Arrangements: The Title III program, the Title IIA administrative entity and the economic development agency are located in the same department. There are three levels between the Title III administrator and the Governor.

Oversight: Two subcommittees of the State Job Training Coordinating Council oversee the Title III program. These are the subcommittees for oversight and monitoring and for policy and planning.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are allocated to the service delivery areas using the same formula as the Federal government uses to distribute funds to the States. Rapid response teams are formed at the local, rather than at the state level. The teams include staff from Unemployment Insurance, the Employment Service, and the Title III program.

State Legislation: There is no legislation in this area.

State: **VERMONT**

Contact: Dave Tucker
Dislocated Workers Program Coordinator
Dept. of Employment and Training
5 Green Mountain Drive
Montpelier, VT 05602
(802) 229-0311

Program Year 1986 Performance Indicators:

Total Participants - 81

Total Terminations - 6

Total Entered Employment - 5

Entered Employment Rate - 83%

Average Cost per Participant - $1,826

Average Hourly Wage - $4.21

Total Expenditures - $147,910

Organizational Arrangements: The Title III program, the Title IIA administrative entity, the Employment Service, and Unemployment Insurance are fully integrated at the state and local levels. There are three levels between the Title III administrator and the Governor.

Oversight: The full State Job Training Coordinating Council oversees the Title III program; no special subcommittees are involved.

Distribution of Funds and Rapid Response to Plant Closings: As a single service delivery area state, all funds are held and administered by the state. Funds are allocated as needed to the local Employment Service offices. Fifty percent of the funds have been used to support staff functions to identify and recruit dislocated workers. Staff have been identified at the state and local levels to respond to plant closings. These staff include representatives from Employment and Training and from Economic Development.

State Legislation: Proposed legislation requiring a 60 day advance notification period did not pass. There was also some consideration of the state assuming the cost of health insurance if the company gave advance notification.

State: **VIRGINIA**

Contact: Teresa Sigafoose
Title III Coordinator
Virginia Employment Commission
P.O. Box 1358
Room 328
Richmond, VA 23211
(804) 786-1614

Program Year 1986 Performance Indicators:

Total Participants - 4,010

Total Terminations - 2,631

Total Entered Employment - 1,744

Entered Employment Rate - 66%

Average Cost per Participant - $536

Average Hourly Wage - $6.16

Total Expenditures - $2,149,190

Organizational Arrangements: The Virginia Employment Commission includes the Title III program, the Employment Service, and the Unemployment Insurance office. There are three levels between the Title III coordinator and the Governor.

Oversight: Oversight for the Title III program is provided by the full State Job Training Coordinating Council; no subcommittees are involved.

Distribution of Funds and Rapid Response to Plant Closings: All the funds are allocated to dislocated worker units and service sites located at the local Employment Security offices. Rapid response teams, consisting of staff from Unemployment Insurance, the Employment Service, and the Title III program are organized at the local level.

State Legislation: There is no legislation in this area.

State: **WASHINGTON**

Contact: Mary Harper
Manager, Dislocated Worker Program
Employment Security
605 Woodview Drive SE
Mail Stop KG11
Lacey, WA 98504
(206) 438-4615

Program Year 1986 Performance Indicators:

Total Participants - 4,444

Total Terminations - 3,380

Total Entered Employment - 2,801

Entered Employment Rate - 83%

Average Cost per Participant - $1,214

Average Hourly Wage - $8.41

Total Expenditures - $5,393,763

Organizational Arrangements: The Department of Employment Security includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are four levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program. There is no indication that subcommittees or other groups are involved in oversight.

Distribution of Funds and Rapid Response to Plant Closings: All funds are held by the state which operates the program. Rapid response is organized through the local Job Service centers. Employers are contacted and services coordinated with the service delivery area. Assistance from the state may be requested for large plant closings if additional resources are needed.

State Legislation: An employee ownership assistance program based on the Seattle worker center concept, and run by the AFL-CIO, is in the developmental stages.

State: **WEST VIRGINIA**

Contact: Paul Skaff
Administrative Manager
Employment & Training Office
5790-A MacCorkle Avenue, SE
Charleston, WV 25304
(304) 348-5920

Program Year 1986 Performance Indicators:

Total Participants - 2,421

Total Terminations - 524

Total Entered Employment - 366

Entered Employment Rate - 70%

Average Cost per Participant - $1,554

Average Hourly Wage - $6.90

Total Expenditures - $3,761,187

Organizational Arrangements: The Title III program is part of the Community and Industrial Development division of the economic development agency. There are two levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council oversees the Title III program; there is no indication that subcommittees or other groups are involved.

Distribution of Funds and Rapid Response to Plant Closings: All funds are distributed using a quasi-request for proposals process. The three service delivery areas work together to formulate plans. The rapid response team consists of a representative from each of the service delivery areas, and from the Governor's Office of Community and Industrial Development, the state office of Employment and Training, the state department of Vocational Education, and the division of Employment Security.

State Legislation: There is no legislation in this area.

State: **WISCONSIN**

Contact: Ron Danowski
Coordinator, Dislocated Worker Program
Department of Industry, Labor and Human Relations
P.O. Box 7972
Madison, WI 53707
(608) 266-5373

Program Year 1986 Performance Indicators:

Total Participants - 4,295

Total Terminations - 3,099

Total Entered Employment - 2,538

Entered Employment Rate - 82%

Average Cost per Participant - $907

Average Hourly Wage - $8.07

Total Expenditures - $3,896,776

Organizational Arrangements: The Department of Industry, Labor and Human Relations includes the Title III program, the Title IIA administrative entity, and the Employment Service. There are three levels between the Title III coordinator and the Governor.

Oversight: The Dislocated Worker Task Force of the State Job Training Coordinating Council oversees the Title III program. The task force advises the department Secretary, who plays an important role.

Distribution of Funds and Rapid Response to Plant Closings: Twelve and one half percent of the funds are allocated to the service delivery areas to be used for dislocated farmers, thirty-nine and one half percent are held by the state, and 49 percent are distributed using a request for proposals process. Centers are funded, but funding must be renewed on a yearly basis. Criteria include the severity of need, market demand for the training, participation by labor organizations, coordination with other employment and training programs, and past performance. Community colleges and the Employment Service are also involved in serving dislocated workers. There is no formal rapid response capability.

State Legislation: A 1984 law requires a 60 day mandatory advance notice period of firms with 100 or more employees when a merger, closing or relocation results in a workforce reduction of ten or more employees.

State: **WYOMING**

Contact: Dave Griffin
PIC Officer
State Job Training Administration
Barrett Building, 3rd Floor
Cheyenne, WY 82002
(307) 777-7671

Program Year 1986 Performance Indicators:

Total Participants - 219

Total Terminations - 136

Total Entered Employment - 99

Entered Employment Rate - 73%

Average Cost per Participant - $1,460

Average Hourly Wage - $9.40

Total Expenditures - $319,739

Organizational Arrangements: The state Job Training Administration includes the Title III program and the Title IIA administrative entity. There are two levels between the Title III administrator and the Governor.

Oversight: The State Job Training Coordinating Council, which in Wyoming has been merged with the Private Industry Council, oversees the Title III program.

Distribution of Funds and Rapid Response to Plant Closings: All funds are distributed using a request for proposals process. Rapid response to plant closings is coordinated at the local level by the Employment Service.

State Legislation: There is no state legislation in this area.

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